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ABSTRACT

This collection of educational documents, technical reports, legislative documents, and summaries from a variety of areas of education for democratic citizenship was assembled for the consultation meeting in Strasbourg, France. These documents formed a foundation for the work of the meeting and a future project dealing with civics education in schools and adult education in the European countries represented. The report is structured in three parts. The first part seeks to explain the political context of the new project, emphasizing its place within the overall activities of the Council of Europe. The second part deals with education for democratic citizenship with conceptual clarifications in terms of the most closely related concepts of civics education, civil education, and human rights education. The third part of the report aims to group the proposals concerning the new projects by covering the several aspects of needs, objectives, target groups, expected results, key issues, working methods, and evaluation. (EH)

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Council of Europe
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Strasbourg, 6 September 1996
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COUNCIL FOR CULTURAL CO-OPERATION (CDCC)

EDUCATION FOR DEMOCRATIC CITIZENSHIP

Consultation meeting

Strasbourg, 24 - 25 June 1996

SO 027 283

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General report

by

César Bîrzea

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The **Council of Europe** was founded in 1949 to achieve greater unity between European parliamentary democracies. It is the oldest of the European political institutions and has 39 member States[1], including the 15 members of the European Union. It is the widest intergovernmental and interparliamentary grouping in Europe, and has its headquarters in the French city of Strasbourg.

Only questions related to national defence are excluded from the Council of Europe's work, and the Organisation has activities in the following areas: democracy, human rights and fundamental freedoms; media and communication; social and economic affairs; education, culture, heritage and sport; youth; health; environment and regional planning; local democracy; and legal co-operation.

The **European Cultural Convention** was opened for signature in 1954. This international treaty is open to European countries that are not members of the Council of Europe, and it enables them to take part in the Organisation's programmes on education, culture, sport and youth. So far, 44 States have acceded to the European Cultural Convention: the Council of Europe's full member states plus Belarus, Bosnia Herzegovenia, Croatia, the Holy See, Monaco.

The **Council for Cultural Co-operation (the CDCC)** is responsible for the Council of Europe's work on **education** and **culture**. Four specialised committees – the Education Committee, the Standing Conference on University Problems, the Culture Committee and the Cultural Heritage Committee – help the CDCC to carry out its tasks under the European Cultural Convention. There is also a close working relationship between the CDCC and the regular conferences of specialised European ministers responsible for education, culture and cultural heritage.

The CDCC's programmes are an integral part of the Council of Europe's work, and, like the programmes in other sectors, they contribute to the Organisation's three over-arching policy objectives for the 1990s:

- the protection, reinforcement and promotion of human rights and fundamental freedoms and pluralist democracy;
- the promotion of an awareness of European identity;
- the search for common responses to the great challenges facing European society.

The CDCC's education programme covers school, higher and adult education, as well as educational research. At present, its main priorities are projects on: the European dimension of secondary education; university co-operation; adult education and social change; modern languages; and the pooling of the results of educational research.

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1. Albania, Andorra, Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Iceland, Ireland, Italy, Latvia, Liechtenstein, Lithuania, Luxembourg, Malta, Moldova, the Netherlands, Norway, Poland, Portugal, Romania, Russian Federation, San Marino, Slovak Republik, Slovenia, Spain, Sweden, Switzerland, Turkey, the United Kingdom, Ukraine, The Former Yugoslave Republic of Macedonia.

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1. Introduction

The consultation meeting on **Education for Democratic Citizenship** was held in Strasbourg on 24-25 June 1996 at the request of the Education Committee. The objectives of the meeting were:

a. to identify the needs and outline the priorities of European countries with regard to education for democratic citizenship;

b. to highlight the variety of experience and examples of democratic citizenship which might be relevant to the implementation of the proposed project;

c. to define the overall framework of the project and to formulate appropriate proposals to the Education Committee.

Twenty-seven European countries participated in the meeting. They were represented by thirty-nine experts, decision-makers, primary and secondary teachers and specialists in adult education and continuing professional training (see Appendix VII). Five members of the Education Committee attended the meeting. The programme included discussions in plenary session and activities in working groups (see Appendix VI).

The starting point for the discussions consisted of two keynote addresses on civics education (François Audigier) and education for democratic citizenship for adults (William Tyler).

The reports of these experts and of the two working groups together with the conclusions of the Chairman of the meeting (Fr.Liam Carey) can be found in Annexes I-V.

The diversity of the participants, the range of experience and individual expectations of the new project and the context in which it is set led to exchanges of views and discussions which were useful and profitable to all the participants. The proposals advanced by the working groups also had the merit of contributing pertinent clarifications which made it possible to identify the aims of the project with greater clarity.

These issues will be considered in greater depth in the last two chapters of this report.

In his opening address, Maitland Stobart, Deputy Director for Education, Culture and Sport, Head of the Education Service, focused his remarks on the distinctive features of the new project:

- its **pan-European character** - all the more relevant in that the Council of Europe has extended its sphere of action to the point where it has become the broadest intergovernmental and interparliamentary forum in the continent;

- its **global character** - although the project originally had two distinct aims (civics education in schools and adult education), this should not be viewed as the juxtaposition of two mini-projects in competition for resources, logistical support and recognition at the European level;

- its **innovative character** - although it extends the Council of Europe's concerns in the field of education, the new project does not seek to become an extension, under another name, of existing projects.

With this in mind, Maitland Stobart invited the participants to consider three requirements of a valid definition of the new project:

- **focus and precision of results;**
- **diversity of methods;**
- **establishment of partnerships and synergies.**

As far as the first requirement was concerned, the participants should take account of the specific nature of the Council of Europe and its limited resources, which was, incidentally, described in the document entitled **"What is a CDCC project?"** (Doc.DECS/HE-93-22) where it is rightly considered that a good project should focus on 2 or 3 appropriately defined questions.

Concerning **diversity of methods**, Maitland Stobart very aptly recalled that questionnaires are not always well received by national and regional authorities, as the same document points out. It is also desirable to avoid scattering resources over a host of small meetings since they often led to duplication of results.

The third requirement set out in the opening address, concerning the **search for convergences** as the basis of good partnerships, starts from the premise that there is a wealth of local and regional, as well as national and international, initiatives and experience. The task of the new project is thus to identify such experiences and to make them interact so as to promote them within a dynamic and coherent vision, the vision of the Council of Europe. This does not, of course, prevent the search for new strategies and original solutions to the eminently complex issues raised by democratic citizenship.

It was in just this spirit that a collection of educational documents, technical reports, legislative documents and summaries prepared in a variety of areas of education for democratic citizenship was assembled for the consultation meeting. These documents now form a solid foundation which will certainly grow as the project progresses.

This report can but benefit from these resources, drawing on expert reports, the reports of the working groups, the individual contributions by participants and the reference documents furnished by the Secretariat. The information note prepared by the Secretariat includes the list of these documents.

The report is structured in three separate parts. In the first part, we seek to explain the **political context** of the new project, emphasising its place within the overall activities of the Council of Europe.

The second part deals with **education for democratic citizenship**. There will be a number of conceptual clarifications in terms of the most closely related concepts (civics education, civil education, human rights education). These explanations will be part of a global approach in the **"learning society"** perspective. It will also be necessary, in the second part, to cover particular aspects which participants chose to underline: basic skills, adult education, the impact of new technologies, democratic culture, the place of civics education in the curriculum, training in democracy. Against this background, the vision suggested by the participants of building a true education for democratic citizenship has three distinguishing features: it is **holistic**, it has **multiple points of reference** and it is **contextual**. In future, citizenship will be conceived not as an abstract, ideal and prescriptive entity, but as an everyday reality which must be approached through its specific context and the people who give it life.

The third part of the report will aim at grouping the **proposals concerning the new project**. The proposals cover the following aspects:

- needs;
- objectives;
- target groups;
- expected results;
- key issues;
- working methods;
- evaluation.

2. The context

Scheduled over three years (1997-1999), the project which is the subject of this consultation meeting is set in a particular context.

a. The project will come to an end in the last year of the second millennium. This purely chronological reference has already taken on a symbolic dimension: for many it means the transition to a new type of civilisation. However it may be, in this "**fin de siècle**" atmosphere, it is to be hoped that European societies will be more concerned about their future. On that premise, it is possible that democratic citizenship will increasingly be a subject for public debate.

b. 1999 is also the year when the Council of Europe will celebrate its fiftieth anniversary. It has been called upon to carry out its activities during one of the most dramatic periods in the history of the old continent (post-war reconstruction, the cold war, the nuclear threat, European integration and the post-totalitarian transitions). It is also an indication of how important the European Council's support for democracy and human rights has been. Given the symbolic impact of the anniversary, there is every reason to believe that the democratic citizenship project will come to be **symbol** of the Council of Europe.

c. The new context is special in that all the countries of Europe have opted for democracy. Indeed, this is the first time in history that we have seen the development of a **pan-European political consensus**, enshrined in the Declaration of Vienna. For all that, the implementation of democratic principles is not free from tortuosities and threats. In other words it is important to institute and maintain a **state of watchfulness** in order to ensure that the authorities and the public as a whole are deeply committed. Bearing in mind its specific characteristics, the "Education for democratic citizenship" project has every chance of becoming a prime instrument in the global system to protect, strengthen and refine the European democracies.

d. Against a background of certain seemingly contradictory developments (integration but also regionalisation in the "old democracies", disintegration of the great supranational entities in the East of the continent) citizenship will become **increasingly complex**. Among other things, it will have to be set in a political reference context: local, regional, European and international.

Let us try to identify the particular issues related to this context. The two working groups addressed this issue which gave rise to some interesting and profitable discussions.

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2.1. Co-operation, competitiveness and citizenship

One of the major issues of citizenship lies in balancing two seemingly contradictory requirements: **co-operation and competition**.

In the aftermath of the second world war, the dominant model of democracy was founded on competition (Schumpeter). Subsequently, notably in the context of the globalisation of the 1980s, the spectacular surge in economic competition meant that the need for **co-operation** and **social cohesion** was increasingly acutely felt. Thus the initial vision, based more on **competition** and **social risk**, was complemented by demands for greater **participation**, **access**, **equity** and **solidarity**.

Seen from this angle, democratic citizenship relies on a fundamental understanding governed by rules of coexistence known to and accepted by each citizen. Democratic citizenship could not come to terms with exclusion and marginalisation, phenomena which repudiate human rights. On the contrary, in a real democracy, respect for human rights also means respecting the rights of those who, in a competitive situation, find themselves from time to time in the **position of losers**. In the last analysis, we should regard democratic citizenship as a necessary counterweight to the pitiless rule of competition.

It is not without interest that, as described by the Lisbon Group[1], the logic of globalisation ipso facto demands, in the long term, certain limitations to the mechanisms of competition as a unique principle for modern societies. Economic pluralism must be combined with social, cultural and political pluralism in the form of a new "**contractual citizenship**".

2.2. The role of the Council of Europe

The new Europe is far from being an idyllic reality, a new utopia or a specialised rhetoric reserved for the exclusive use of political elites. On the contrary, it is a viable project, an everyday reality which represents one of the great challenges of our continent at the turn of the millennium. It is a far-reaching, ambitious and costly project which, for the first time in the history of the continent, offers not only peace and co-operation but also the building a new collective identity, **European citizenship**.

Democracy is, of course, well established in Europe. Both the most ancient times as well as more recent history, and the events of today, clearly show that opting for democracy presupposes the existence of a **pro-democratic tone**, an unbroken attitude of vigilance and doubt. The fact that in Europe democracy enjoys what Sartori calls the "principle of legitimacy" does not ipso facto have the power to make this democracy sacro-sanct sheltering it from any attempt to challenge it. There is no denying that the principles of democracy command attention and that democracy offers the best form of government known to history. The fact remains that democracy may seem more a matter of rhetoric than a sound model which is imperfectly applied by ineffective policies. Conversely, to reduce democracy to a mere instrument or to confine it to a mere procedural regime, without including the underlying values would, in quite another way, be an incomplete approach. The truth is that no reliable or complete democracy can exist unless the essential prerequisites are combined together,and the **culture of democracy** must be included among their number.

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1. Lisbon Group: limits of competition. Towards a new world contract, Paris, La Découverte, 1995.

The new Europe, it should be recalled, depends not only on a suitable legislative and political framework but also, and primarily, on the existence of an active consensus about fundamental values. How, you may wonder, could a democratic system function without citizens brought up in the exercise of democracy, without full social participation and without confidence in democratic institutions? This question leads on to another equally important one, which can be formulated thus: how can citizens in modern societies be prevented from becoming apathetic consumers of democratic products? The question is a timely one if you look at voting statistics; there you find somewhat disturbing signs of electoral absenteeism and political apathy among young people. Take, as an immediate example, the results of a survey[1] carried out in 1993 in what, by common consent, are called the "old European democracies". This survey shows the indifferent degree of confidence that citizens attach to social institutions: the police (67%), education (56%), the army (53%), social security (52%), the law (51%), large companies (51%), the church (48%), parliament (43%), government (39%), the press (35%) and trade unions (34%).

Furthermore, European democracies are not safe from threats. The tide of intolerant nationalism, rising violence and corruption, alienation of the most deprived sections of the population, proliferating manifestations of xenophobia, intolerance, racism and anti-semitism are just some of the burning issues evoked by the participants in the consultation meeting.

In the face of these developments, the European Community has adopted a firm and clear stand.

Just hark back to the **Vienna Summit** (October 1993) which marked a significant moment in the mission of the Council of Europe. According to the Declaration of Vienna, the new Europe must become a "vast area of democratic security". The historic opportunity to strengthen peace and stability in Europe depends to a great extent on how Member States and local and regional authorities can "co-operate through education, the media, cultural action, protection and promotion of the cultural heritage and youth participation".

Following the Vienna Summit, the **Council of Europe** set up the **European Youth for Tolerance Campaign**.

We should also note that the European ministers of education meeting in Madrid on 23-24 March 1994, at the 18th session of the Standing Conference, adopted the resolution on "Education for democracy, human rights and tolerance". Paragraph 6 of the resolution refers to **education for democratic citizenship**. Thus the European ministers of education : "emphasise the need for schools to adopt, in relation to education for democratic citizenship, an approach based on coherence and sustainability. This apprenticeship should start at an early age and draw fully on the many opportunities offered by school programmes and extra-curricular activities, including contacts with human rights organisations. As the spirit and organisation of the school may be a significant element in its pupils' social education, schools should be democratic communities, creating opportunities for dialogue and participation both for pupils and their parents, showing consideration and respect for all their members and rejecting any form of intolerance, especially racism and sexism."

It is significant that in the eyes of the education ministers at their meeting in Madrid, education for democratic citizenship is a global enterprise which calls on the school as the key institution

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1. H.Riffault, The evolution of values in Europe, Futuribles, 1993, no.182, P.12

but which, in addition, involves concerted action aimed at all ages and all learning environments.

The **Education Committee**, for its part, regards education for European citizenship as a priority for the period 1997-2000. The document entitled "The future of educational co-operation within the Council of Europe"[1] clearly sets out the status of education for democratic citizenship as a means of responding to a variety of political pressures and unequivocally reflecting the Council of Europe's mission under the mandate conferred by the Vienna Summit. Likewise, in the document entitled "Priorities of the Education Committee for the period 1997-2000" (Doc CC-ED-97-7def), education for democratic citizenship features as a priority alongside projects devoted to modern languages and the teaching of history.

Lastly, one is entitled to hope that the European education ministers will reiterate their interest in democratic citizenship at the next session of their Standing Conference (Kristiansand, June 1997). In this respect, it is worth quoting one of the preparatory documents for the conference. In the chapter on medium-term strategic options, education for democratic citizenship is described as "being today one of the key challenges in developing a new citizenship and one which requires a search for educational and methodological innovation. This aspect of education is understood as forming part of a permanent view of education covering formal and adult education."

2.3. The contribution of other international organisations

There is no question that education for democratic citizenship is a favoured subject in discussions in international forums. Organisations which can be mentioned as attaching particular value to this subject for reflection and which have specific programmes in this area, include OSCE, UNESCO, the European Union, the Nordic Council of Ministers and certain organisations whose priorities are primarily economic, such as OECD.

There are two main reasons for their interest:

a. firstly, citizenship is at the centre of complex concerns and polarises most of the current issues: sustainable development, security, social justice, protection of the environment etc.

b. secondly, the Member States and the various social protagonists have realised that they themselves do not have adequate answers to all these challenges. They are trying to learn from their common experience and are becoming increasingly open to critical debate and joint action.

Launching a major project, in an area where other international organisations are also working, raises the **question of co-operation and synergies** more acutely. Clearly, the new Council of Europe project cannot dispose of all the resources necessary to manage a multilateral partnership involving commitment from all international organisations concerned with democratic citizenship. The fact remains that this project must take account of the concerns of others in order to avoid duplication, wearisome repetition and the loss of its own identity.

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1. The future of educational cooperation within the Council of Europe. Report of the Education Committee, Strasbourg, Council of Europe, 1995, p. 31-32.

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In this spirit, we think it important rather to emphasise the experience acquired by three prestigious institutions. They are the International Bureau of Education, the International Association for the Evaluation of Schools Performance (IEA) and CIDREE. During the consultation meeting, the Secretariat distributed information about projects which these institutions are carrying out in the area that we are considering. We should also note that a representative of CIDREE was appointed rapporteur of a working group.

The IBE project "**Which education for which citizenship?**"[1] has three principal stages covering the period 1994-1997:

- **the research stage** - this was a survey carried out in more than forty countries throughout the world. The survey covers a sample of pupils, teachers and parents in the final years of secondary education. The survey concludes with some twenty case-studies on the social science curricula in secondary schools;

- **the experimental stage** consisted essentially of the application of the results of the project in clearly defined school situations;

- **the information stage** is intended to publicise the project and encourage its application on an experimental basis among the project's main target populations: decision-makers, researchers and teachers.

The **IEA project** started in 1995. It consists of a vast international survey on the teaching of civics in secondary schools[2]. It targeted 70,000-100,000 14-year-old pupils in over 20 countries in different continents. The comparative research was focused on the effectiveness of civics education curricula. It will be completed by relevant data concerning the teachers, school organisation and education policies in the countries covered by the survey.

The **CIDREE project** (Consortium of Institutions for Development and Research in Education in Europe) is targeted at values education in twenty-six European countries[3]. Again, the accent is on formal education (curricula, teacher training, teaching methods, evaluation) in primary and secondary schools.

The new project which the Education Committee has initiated differs from these experiments in at least two ways.

Firstly, the issue of education for citizenship is set in a framework of **permanent education**. While the IBE, IEA and CIDREE projects particularly target secondary education and the civics education curriculum, the new Council of Europe project is longer term for it covers the entire issue of education for democratic citizenship: human rights education, education of parents, education of the media, the political socialisation of young people, adult education, programmes aimed at vulnerable sections of the population, changes in the curriculum and extra-curricular activities, school life, etc. It is significant that the participants in the

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1. L. Abala-Bertrand, The need to strengthen education for citizenship of the world. In: Information and Innovation, IBE, 1995, no.82, p2-3.

2. J. Torney-Purta, Civic education, Proposal for phase 2, IEA, 1995.

3. M. Taylor, Values education in Europe: A comparative overview of a survey of 26 countries in 1993. Slough, NFER, 1994.

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consultation meeting settled straightaway for this considerable extension of the field of reference. However, clear boundaries must be set in relation to available resources and the chosen priorities. There will be more detailed comment on this subject in the last part of the report.

Secondly, the IBE, IEA and CIDREE projects are founded on a significant empirical and comparative base, something which the new project launched by the Education Committee cannot be permitted for obvious reasons. On the other hand, it will have the advantage of a **global approach** structured around **integrating themes** of interest to a **wide audience**.

Lastly, it will particularly favour the democratic construction of the new Europe and respect for human rights which constitute the Council of Europe's particular role in this field.

3. Education for democratic citizenship

It is not always easy to reach a consensus in such a complex issue which involves every aspect of social life. Neither is it easy to come near to a consensus in two days of work in a meeting with such a heterogeneous composition. It is even pointless to try and find adequate solutions to all the technical problems raised by a project for which the resources are inevitably limited but of which a great deal is expected.

Despite these difficulties, the participants in the consultation meeting do seem to have reached a **consensus**. Moreover, they outlined useful guidelines which will certainly arouse the interest of those who will ultimately be called upon to decide on the content proper of the project, the members of the Education Committee and the Secretariat. Once again the best way of arriving at a decision in a complex and difficult situation has proved to be to consult a large number of highly experienced people with differing views.

In general, the consensus can be summarised in four propositions:

a. **Citizenship** is a complex and multi-dimensional reality which needs to be set in its political and historical context which serve as a reference. One cannot speak of citizenship in isolation, since the idea only has any meaning in relation to the real needs of society or a political system. Democratic citizenship, specifically, refers to the active participation by individuals in the system of rights and responsibilities which are the lot of citizens in democratic societies.

b. **Education for democratic citizenship** consists of teaching young people and adults how to exercise those rights and responsibilities. Education for citizenship involves a continuing global approach aimed at introducing citizenship in all learning environments in a **concerted and interactive** vision. Furthermore, democratic citizenship deserves to be included not only in school curricula but also and especially in the **permanent education of all citizens** in order to enhance their role as parents, teachers, voters, members of a community, consumers of social services, decision-makers or members of society. Put another way, between the various environments which constitute the **learning community**, there must of necessity be continuity, coherence and interdependence.

c. **Democratic culture** emerges as one of the essential prerequisites of education for citizenship. It is founded on a set of **basic skills** (knowledge, values and know-how) which must, if they are not to be ineffectual, permeate all learning environments and

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institutions. These basic skills, among other things, must be included in the curriculum and enjoy the appropriate educational support.

d. The fundamental value of education for democratic citizenship lies in **respect for human rights**. It is worth recalling that at the present time, respect for human rights provides a well-structured political and legal framework, guaranteed by instruments of protection at national and international level. As a pan-European organisation, endowed with specific powers regarding human rights, the Council of Europe is the most suitable forum to give **direction to education for democratic citizenship**.

At the consultation meeting, these general options were corroborated by examples and arguments drawn from the experience of the countries represented. Without claiming to be exhaustive, we shall endeavour to identify the **major themes** which polarised the attention of the participants. This thematic overview can only be a starting point for the formulation of a **coherent concept** of education for democratic citizenship.

3.1. What is citizenship?

Although the term serves as the pivotal point of a great many derivative constructions (of which education for democratic citizenship is one) **citizenship** has a variety of meanings depending on the political, social or cultural context.

In the strict sense, citizenship concerns the **integration of the individual in the political framework** and the **participation of citizens in the institutions of law**. From the **State's point of view**, citizenship means loyalty, participation and service for the benefit of society as a whole. Inversely from the **individual's point of view**, citizenship means freedom, independence and political control over the authorities. These are the two inseparable sides of citizenship.

The reference space, as has been noted, may be diverse, such that the content of citizenship in the true sense can encompass variations of some significance. For example, in his comparative study of the meaning of citizenship in France and in Great Britain, Hugh Starkey[1] noted significant differences. In both countries, **participation in the institutions of law** seems to be the key word. However, while in France this participation is measured by the degree of citizens' involvement in public affairs, in Great Britain it is understood as citizens' participation in local community services.

What emerges from the examination of citizenship throughout history is that the concept depends on its context.

It is easy to see that the use of the word citizenship goes back to ancient times. The term comes from the latin **civitas** (body of citizens) but the first form of citizenship was already being practised in the **polis** of the ancient Greeks. Within the city-state, every member of the **polis** recognised as such, was thereby a citizen. As in ancient Greece, in Rome there were two types of individual: citizens (in the sense of free men born in the city) and slaves (brought from outside, usually from the vanquished in war). For citizens who enjoyed valid recognition, relations between the individual and the State were formalised in the form of **collective**

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1. H. Starkey, Education for citizenship in France. In: E Baglin Jones and N Jones (eds) Education for citizenship, London, Kogan Page, 1992, p. 85-102.

responsibilities, the regulations in use representing the supreme republican value or civic ideal of free citizens. Thus citizenship appeared as a **virtue** or **moral quality**.

The modern meaning, adopted by international and European instruments, derives from **liberal individualism** which places the rights of the individual in the forefront. Individuals, who are also equal, naturally enjoy inalienable rights which political power can only extinguish by arbitrary means. This concept is based on the existence of a permanent tension between the state and individuals. The former grants rights and freedoms, but the latter must learn to use those rights and freedoms properly. Furthermore, they are expected to defend them or even improve them. As democracy is not a natural state but a contract between the individual and the State, the former must be capable of negotiating the contract and implementing it effectively.

The truth is that citizenship is not just an issue at election time and payment of taxes is not the only evidence of its existence. It is expressed in the continuing participation of individuals in the co-management of public affairs.

Two major components of citizenship can thus be distinguished:

- one linked to **values**: accepting the values which enshrine the rules of participating democracy;

- the other linked to the **instrumental** or **procedural aspect**; meaning the totality of instruments and mechanisms which make it possible to punish and correct breaches of the rules of democracy.

However, according to another interpretation[1], citizenship is both **social status** and **mental attitude**. If we hold to the current definition, under which citizenship is a historical contract between the individual and the State, it follows that official recognition of the individual's membership of the political system, managed by the State in question, is the defining feature of the **status of citizen**. However, as the State can take pyramidal or concentric forms (as is the case with federal structures), the status of citizen may evolve into a **multiple citizenship**. In this case, it is the **mental attitudes** or **identities** assumed by the individual which are very important, such that civic status acquires contextual connotations. We thus talk of local, regional, national, European and international citizenship.

The participants in the consultation meetings did not launch into debates about terminology, but for all that there was no lack of interest in clarifying the concepts. In this sense, the term "**citizenship**" has been linked to the underlying legal and psychological concept.

a. The legal concept

The legal concept lies in the totality of regulatory texts (national constitutions, basic international texts, laws, decrees and agreements) which govern the legal situation of the individual. Political power inherently guarantees certain rights and freedoms. The individual, meanwhile, undertakes to respect the obligations and responsibilities assigned to him by the legislative texts. Each party to this civic contract is under an obligation to respect civil and

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1. D. Heater, Tension in the citizenship ideal. In E Baglin Jones and N. Jones (eds) Education for citizenship, London, Kogan Page, 1992, p.23-25.

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political rights, so-called freedom rights, on the one hand, and economic and social rights, obligation-rights, on the other. It follows that citizenship, in its legal sense, has two dimensions:

- the **political dimension**: citizenship relates to civic rights linked to the idea of freedom: freedom of conscience, religion, movement, association, expression, meeting; one could also include the right of the individual to be a member of and participate in political life, the right to vote, the obligation to pay taxes or to enrol for military service, respect for the law and the rights of others, etc.;

- the **social dimension**: citizenship also refers to the right to life, to work, property, housing, social services, and so on.

b. **The psychological concept**

This concept brings into play the individual and collective capacities which allow citizenship to transcend the legal framework of a contract and become a complex everyday reality. If the legal meaning relies on the formal terms of the democratic contract, the psychological meaning is linked to the **cognitive and socio-affective instruments** which put the contract into effect: knowledge, opinions, values, attitudes, mentalities, know-how, manners.... In other words, citizenship, from this angle, is the effective practice of democracy. It is thenceforward reflected in behaviour, relations and social acts.

In the context we are concerned with, education for democratic citizenship, we shall focus more on this **pragmatic meaning**. This will not prevent us from referring to socio-economic citizenship or political citizenship, especially when we need to draw the political, social and legislative context of education for citizenship more closely together.

3.2. **What is education for democratic citizenship?**

There is no fixed definition of education for citizenship. Indeed, some authors doubt the usefulness of such a definition. Education for citizenship is perhaps a social practice rather than the subject of theoretical research as such.

There are two ways of tackling this uncertainty concerning the definition of the term:

a. the first consists of referring to the **field** of education for citizenship as such, a similar term such as civics education, human rights education, political education, values education, moral education, social education, ethical education. In this case, it is enough to invoke the reference context (citizenship, social behaviour or politics) to arrive at an acceptable consensus on the terminology.

b. the second approach leads to a preference for **pragmatic definitions** more closely linked to the methods of application. It is then an integrating concept which is uppermost in what is understood by the term "citizenship". At bottom, it is less the abstract meaning of the term which holds our attention than its operative context. For example, one can try to determine three types of rights (political, civic and socio-economic) and define their respective impact on political, civic and socio-economic

citizenship. It is the approach of a classic author, T.H.Marshall[1], whose solution is adopted in the recent "Report of Speaker's Commission on Citizenship"(1990).

The importance attached, on both sides, to the issue of education for citizenship does however require some clarification of terminology relevant to the goals.

The need for this was expressed many times during the consultation meeting. There is every reason to believe that the new project will provide the desired framework for such research.

Meanwhile, the participants provisionally accepted a number of working definitions suggested by Ulrike Scholl, a member of the Secretariat.

Education for democratic citizenship

"The set of practices and activities aimed at making young people and adults better equipped to participate actively in democratic life by assuming and exercising their rights and responsibilities in society."

Civics education

"The transmission/acquisition in a formal educational framework of the knowledge, skills and values which govern the functioning of democratic society at all levels."

Education in human rights

"1. The transmission of the content and values contained in national and international documents on human rights; learning about the functioning of national and international instruments of protection (education **about** human rights).

2. The acquisition of the skills necessary to defend human rights (education **for** human rights).

3. Creation of a climate in the school (or other learning environments) where the principles of human rights are respected and applied (education **within** human rights).

This is an integrating concept which belongs to and constitutes a fundamental basis of education for democratic citizenship in the broadest sense and civics education".

It emerges clearly from a comparative reading of these definitions, that the **common goal** of all the educational practices (formal and informal, whether for children or adults) is education in human rights. Likewise, education for democratic citizenship is the **permanent system of education** designed to teach all citizens how to exercise their rights and responsibilities. Civics education concerns the **formal and institutional organisation** of this work (within school curricula, for example).

It goes without saying that these definitions will be revisited, subjected to deeper reflection and made operative. Meanwhile, they have the merit of giving us a starting point and common reference.

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1. T. H .Marshall, citizenship and social class, Cambridge, Cambridge University Press, 1950.

In this area, the possibilities are legion. For example, several of our certain definitions of terms have already been changed during the consultation meeting thanks to the address by Francois Audigier. He drew an original distinction of terminology between **civics education** and **civil education**.

This distinction is not just a play on words but is based on an important conceptual choice. According to Audigier, civil education is linked to social and interpersonal aspects; it gives rise to **behaviour for living together** (courtesy, customs, personal hygiene, proper dress...). Its content relates to the manners, customs and rules of polite society. Civics education, however, takes in the **political and legal aspects of community life**, which thus relates it to political power. The meeting of the civic and the political leads on to the well-known issue of citizenship: participation, responsibility, political socialisation.

3.3. How does one become a citizen?

It is not enough to be born into a democratic society to become democratic.

This thesis came up several times during the discussions. It underlines the fact that apprenticeship in democracy is not a **heritage**, a natural state or an immutable gift, but a **process**, a mastery or a constant building process to which each generation must carry its stone. William Tyler very aptly pointed it out: apprenticeship in democracy is like learning a foreign language; if you do not practise it, you very quickly forget it.
Apprenticeship in democracy is, without a doubt, the most laborious apprenticeship. It is both the least known and the most difficult in practice because of the complex processes involved: not only cognitive acquisition or behavioural changes, but appropriation of the values, codes and skills which are the basis of democratic conduct. It is both a cognitive and socio-affective approach which presupposes that the subject plays an active part in forming his own **vision of the world**.

One of the reasons why apprenticeship in democracy is not always as effective as one would wish lies in the inadequate nature of the actual **context** in which this apprenticeship takes place. Little is known, for example, of the differences between pupils (who are not yet fully-formed citizens) and adults, between desired values and practised values, individual and group motivation, etc.

In a frequently quoted work, Almond and Verba[1] revive Montesquieu's old dilemma, whether education in citizenship should form **persons** or **citizens**. As the pupil is not yet a citizen, his civic training should be focused on the person, the status of citizen being achieved subsequently through political socialisation.

But what about adults who are already citizens engaged in exercising their citizenship? What happens to them when, as is often the case, they do not have the necessary educational grounding to exercise the status of citizen in a satisfactory manner? What kind of political socialisation should one recommend for use by adults: a **corrective socialisation** (synonymous with resocialisation or compensatory socialisation) or a **functional socialisation**, integrated into everyday behaviour, including work activities? What are the preferred agents and learning environments for children, young people and adults to acquire and develop the democratic exercise of citizenship? In a nutshell, which is preferable: **direct socialisation**,

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1. G. A. Almond, S. Verba, Civic culture, Boston, Little, Brown and Co., 1982.

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through specialised institutions and programmes, or **indirect socialisation** through informal education?

In the circumstances, the participants did not have time to answer all these questions properly. They nevertheless spoke out in favour of a **methodology of education for citizenship**. This methodology is based on the following options:

- promoting an integrated approach to citizenship, regardless of the environments or people involved;
- promoting continuing socialisation by combining direct (formal) and indirect (informal) influences;
- encouraging the introduction of a varied learning environment, in the light of the age and specific needs of participants;
- stimulating learning through experience and self-motivated learning.

3.4. Basic skills

According to Fr. Carey (cf. document DECS/AE (96) 12), basic skills are an inalienable right. This right must be guaranteed to all citizens as a particular expression of human rights.

In this light, training in the basic skills on which the democratic exercise of citizenship is based tends to become a **political obligation**. Implying as it does far more than a fashionable teaching measure, this obligation flows from the system of guarantees of human rights. Unfortunately, the overall situation in this field is rather discouraging, as shown in another document[1] distributed to the participants by the Secretariat.

This observation led the participants to think about the **basic skills of citizenship**. The importance emerged of putting forward successful models and practices, as one of the possible objectives of the new project. It would appear that one of the most convincing examples can be found in the Norwegian experience of the "core curriculum" for primary, secondary and adult education[2]. Taking an overall view, governed by a concept of the "integrated human being", the authors of the Norwegian "core curriculum" define the skills common to the education of children, young adolescents and adults. These skills are related to six thematic areas:

- the spiritual being;
- the creative being;
- the productive being;
- the educated liberal being;
- the social being;
- the being aware of its environment.

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1. E. Gelpi. Towards a democratic citizenship. Strasbourg, Council of Europe, 1995

2. Core curriculum for primary, secondary and adult education in Norway, Oslo, The Royal Ministry of Church, Education and Research, 1994.

Other individual contributions and other meeting documents (Stephen McNair's report, for example) also reveal a thoughtful search after basic skills valid for education for citizenship as a whole.

Without lingering over the details, it can be noted that these contributions highlight **three kinds of skills or three areas of education for democratic citizenship**: the acquisition of knowledge, acceptance of the values of democracy and learning practical skills.

a. Knowledge

It is self-evident that one cannot be a good citizen without knowing how democracy and its institutions work.

Democracy is a form of government which relies on precise rules: it only works if these rules are known and observed by all parties.

The minimum knowledge covers the following:

- the way democracy and democratic institutions work;
- political, legal and financial processes;
- citizens' rights, freedoms and responsibilities, as defined in authoritative national and international texts on human rights;
- the context of democratic citizenship in the community and in the society in which citizens live;
- the European and thence the international context of democratic citizenship.

b. Values

Values education is a more subtle process: in addition to specific knowledge, it introduces mechanisms for absorbing political, moral and civic choices. These mechanisms are responsible for our lasting attitudes, our intended actions and our conceptions of the world. Although this is a more delicate process, values education is essential to the formation of citizens who are aware, free and responsible. It is unquestionable that civic conduct based on values is the most lasting, the most authentic and offers the best resistance to any challenge to democracy.

In our context, the values flowing from the philosophy of human rights are, undoubtedly, the most important:

- the equal worth of every human being;
- resect for oneself and for others;
- freedom;
- solidarity;
- ethnic, racial, political, cultural and religious tolerance;
- understanding;
- civic courage.

c. Skills

These can be defined in terms of knowing **how to do**, **how to be**, **how to live** and **how to become**.

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They involve the practices instrumental in and operative skills needed to exercise democracy. The following are a few examples:

- resolving conflict in a non-violent manner;
- knowing how to argue and defend one's point of view;
- being capable of interpreting the arguments' of others;
- knowing how to recognise and accept differences;
- knowing how to make choices, group alternatives and subject them to ethical analysis;
- how to assume shared responsibilities;
- how to establish constructive and non-oppressive relationships with others;
- how to develop a critical mind and to compare models and truths.

3.5. Citizenship at school

Schools have in recent times become the arena for phenomena incompatible with the educational objectives posted by the institution:

- situations of extreme violence which shock public opinion;
- flagrant cases of vandalism, extremism and integrism;
- frequent consumption of drugs and alcohol;
- instances of oppression, sexism, ethnic, social or religious discrimination.

To these can be added school phobias, young people's apprehensiveness faced with an uncertain future and a state of anonymity which denotes a state of crisis. Young people are led to question the point of school and even attendance at school against a background of high unemployment.

The **malaise in the schools**, of course, reflects the **malaise in society**. The school seems to have lost its monopoly of educative influence but it is still called on to respond to a crisis situation. A recent survey in the countries of Western Europe shows that children spend more time in front of their television sets (between 1000 and 1200 hours a year, or some 23 hours a week) than in the classroom (about 1000 hours a year).

However that may be, it has to be recognised that the school does not lack opportunities to involve itself in education for citizenship. The question is rather one of understanding that these opportunities are inadequately exploited for the following reasons:

- the preeminence of **instruction** over true **education**;
- the contradiction between the objectives of **selection, competition and ranking by scholastic merit**, on the one hand, and the values of equality, solidarity and co-operation on the other;
- the **relationships of authority** on which the institutional logic of the school is still based;
- the **bureaucratic nature of the organisation** which often obstructs the growth of an organisational culture within the school.

The school community consists of formed citizens and citizens in the making. This means that the exercise of citizenship in schools enjoys special conditions which distinguish it from other areas of political socialisation.

a. Firstly, school is not a **political society in miniature**, but a social institution with well defined functions. This does not mean that the school establishment does not function according to well established rules which all the partners are expected to know and respect as in a democratic society. Just like political society, the school functions on the basis of an **institutional contract** which firmly engages the responsibility of an authority (the teaching staff) and a community which enjoys rights and duties. In most cases, the contract is either implicit (deriving from a global social contract), or expressed administratively in the form of school rules. It has been observed recently that several European countries have introduced new forms of institutional contract which permit a more precise definition of the **terms and conditions of school citizenship**.

Mention can be made in this regard of:

- the "**school charter**" (France, Germany, Italy, Sweden) conceived in terms of rights and civic responsibilities;
- the "**model school**" (Belgium, Switzerland, Netherlands, Poland) which sets out the institutional objectives, relations with parents, limits of authority and pupils' freedoms.

If one reviews the new varieties of institutional contract in the light of education for citizenship, one perceives that it is not only possible but even beneficial to interpret them and use them as an expression of a certain number of rights and responsibilities guaranteed by national and international instruments of protection. Both the school charter and the model school, for example, may be based on the United Nations Convention on the Rights of the Child (1989). One might usefully include some of the provisions of the Convention:

- in all actions, the interests of the child shall be a consideration;
- the child shall have the right to freedom of expression, thought, conscience and religion;
- the child shall have the right of peaceful assembly;
- No child shall be subjected to unlawful interference with his or her privacy, family or correspondence, nor attacks on his or her honour and reputation;
- the disabled child has the right to special care, appropriate education and training;
- school discipline must be administered in a manner consistent with the child's human dignity and in conformity with the spirit of the Convention;
- education shall be directed at the development of the child's personality and talents in conformity with respect for human rights and respect for the national and cultural values of each child and of other children.

b. As a social institution, school must draw greater inspiration from the **rules of participative democracy**. This presupposes:

- concertation
- co-operation
- consensus
- responsibility
- problem-solving.

Participants in the consultation meeting identified two forms of participation.

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- **direct participation** based on group discussion in pupils' councils, general assemblies or pupils' parliaments;
- **indirect participation**, with pupil representation by delegation or election by their peers.

It is clear that by participating in educational management, pupils are in a better position to understand the foundations of citizenship. They no longer see school as an institution external to their needs, created by adults as a means of exercising their authority. They start to grow in confidence and to appropriate school for themselves, as their own institution where they can express their own personality.

c. Lastly, citizenship deserves to be the corollary of all **school life**, both in its formal aspects and the informal aspects derived from an **invisible education** or what English-speakers call the "**hidden curriculum**". In this sense, it is important to give weight to aspects such as:

- the **educational ethos** or the unconscious discourse of the educational community (the atmosphere, the group unconscious, the dominant symbols, the teaching styles);
- the **institutional culture** or the organisational model of the school;
- the **school climate** or the manifestation of the elements listed above in a given problem situation (conflicts, dilemmas, crisis-situations, problem-solving).

School life thus relates to all school and school-linked environments: the school playground, the boarding school, the canteen, clubs, open classes, library, social and educational centres, school-related leisure centres. In this regard, one of the speakers spoke of an **ecological view of school democracy** integrating the class, the school and the environment outside school.

3.6. Citizenship in the curriculum

Education for citizenship unquestionably also involves a systematic transfer of knowledge. The question is knowing **where**, **when** and **how** to transfer this knowledge. In this connection, the respective experiences of European countries fall into three areas:

a. Structured teaching of a **separate discipline** which has its own identity within the curriculum. The names are quite varied: civics education, social studies, political education, human rights education, knowledge of society, civic culture. This separate subject is mainly taught in secondary schools where it is allocated 1 to 4 hours a week. The teaching is by teachers of social or human sciences (civics education teachers who have had an initial formal specialist training are extremely rare). The traditional model is provided by the French education system which makes civics education a compulsory subject in primary and secondary schools.

b. **Cross-curricular teaching** depends on the contribution of other subjects each providing their specific content. This "transversal model" is practised in Great Britain, for example ("Curriculum Guidance 8"). Its special feature is that it places education for citizenship under the responsibility of all the teachers; the most important specialist contribution, however, is provided by the teachers of history, social sciences, political

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sciences and economics. Within the transversal model, the emphasis falls on co-operation between teachers of different subjects.

c. Education for citizenship can also be the subject of **extra-curricular projects**. The "social project" dimension then emerges as more important than the transfer of a pack of knowledge through any particular course. Thus, education for citizenship is not recorded as such in the educational texts: it is more a question of a series of learning experiences by the pupils outside the classroom.

It is not easy to choose a particular one of these models. The choice depends, in the last analysis, on our conception of the curriculum and the place assigned to citizenship in formal programmes. However, as citizenship means both knowledge, skills and effective appropriation of values in everyday life, it is likely that in the next few years separate models will give way to "mixed" formulas. This is the prospect in Slovenia, for example, where citizenship is at the core of a separate subject ("ethics and society") and some individual projects designed to relate constitutional rights and obligations to specific political situations (while "ethics and society" is taught in classes VII and VIII, the individual projects are take place in classes IX to XII, for a compulsory 35 hours a year).

In any case, it must be recognised that there is no "correct" answer in this area, and each country has its own way of integrating citizenship into official curricula. This makes a new project, of which a good many decision-makers expect answers or partial answers to the questions about citizenship in curricula, appropriate teaching methods, teachers' skills, quality of teaching materials and evaluation methods, of greater interest and more timely.

Some of the experiences presented at the consultation meeting were specifically directed at these questions. This is the case of the new **national basic curriculum in Hungary** (classes I-X). Within the curriculum, the traditional school subjects are replaced by ten "cultural areas" one of which explicitly concerns education for citizenship ("Man in society"). The common objectives of these "cultural areas" cover 50-70% of the teaching time, with the remaining timetable being set by the school in the light of its needs and interests.

To continue the series of examples, since this issue is at the heart of educational reform, in **Northern Ireland**, the transversal approach to citizenship carries the day, as shown by the communication from Alan Smith. According to Alan Smith, even if the new basic curriculum in Northern Ireland does not include explicit references to democratic citizenship, the importance of political dialogue in the country, which has experienced dramatic conflicts during the last twenty-five years, makes research into education for citizenship both imperative and indeed urgent. Alan Smith points to two avenues:

a. inclusion of thematic modules devoted to human rights during social science courses;

b. development of cross-curricular themes, such as "education for mutual understanding", in history, political science and sociology courses. A theme should have the following aspects:

- study of problems of identity (language, culture and religion);
- the contemporary history of Northern Ireland;
- the role of the media (development of a critical conscience, critical examination of the image of local communities in the media);
- civic and social rights and responsibilities;

- **the law and the administration of justice;**
- equality of opportunity (including minority rights);
- local politics (decision-making, civil society);
- violence (interpersonal, institutional, political);
- resolution of conflicts and the process of reconciliation.

The so-called countries **in transition** offer another problem situation, and the participants in the consultation meeting did not fail to address it.

Taking into account the political, economic and social changes, the **need of education for citizenship** is particularly important in these countries. With respect to school programmes, the countries in transition have undertaken to provide education for citizenship by means of separate subjects included in weekly timetables in educational institutions.

As we all know, events move rapidly in these countries and the publication of comparative tables may lag behind recent developments. However, subject to the usual provisos, conclusions can be drawn from the current trends in education for democratic citizenship in the countries of eastern and central Europe. The glimpse we offer below is based on the data collected by Robert Harauer and presented at the meeting "**Curriculum Development: Civic education in Central and Eastern Europe**".

Education for democratic citizenship in Central and Eastern Europe

Country	Name of course	Educational level	Type of discipline	Teacher profile
Albania	Education for citizenship Knowledge of society	primary secondary	separate subject separate subject	history, geography, political sciences history, geography, political sciences
Belarus	Social studies	secondary (classes V-XI)	separate subject (2-4 hrs per week)	history, geography, political sciences
Bulgaria	Civic education	all schools, regardless of age	cross-curriculum approach separate subject (1 hr per week)	Bulgarian language, philosophy, history, geography, biology
Croatia	Political and economic sciences	primary (class IV)	separate subject (1-2 hrs per week) integral part of history and geography programmes	sociology, political sciences
Estonia	Civics education	secondary (classes IX-XII)	separate subject (1-2 hrs per week) themes integrated in history, family education, psychology and economics courses (class XII)	history
Hungary	Civics education Social studies	secondary (class VIII) secondary (class VII)	transversal theme in the area "Man and Society" separate subject (1 hr per week)	history, social sciences
Latvia	Civics education	secondary (class IX)	separate subject (1-2 hrs per week)	history
Lithuania	Principles of civil society	secondary (classes VII-VIII and X)	separate subject (1-2 hrs per week) integral part of history, philosophy, moral education and religion programmes	history, ethics
Czech Republic	Civics education Social sciences and education for citizenship	primary secondary (classes VI-VIII)	separate subject (1-2 hrs per week) themes integrated in social sciences, ecological education and philosophy (classes XII-XIII)	civics education, sociology, history
Romania	Civic culture	secondary (classes VII-IX)	separate subject (1 hr per week)	history, philosophy, geography, Romanian language
Slovakia	Civics education Science of society	elementary school (classes VIII-IX) secondary (classes IX-XI)	separate subject (1 hr per week)	civics education, history, social sciences
Ukraine	Man and society	secondary (classes IX-XI)	separate subject (1 hr per week) integral part of history and geography programmes	history, sociology

Four developments are worth noting:

a. All the countries of Central and Eastern Europe have included education for citizenship in their programmes, either as a component of social and political sciences, or by treating it as a separate subject (the title varies according to need and tradition). Some countries such as Bulgaria, Croatia, Estonia, Lithuania, the Czech Republic or Ukraine have opted for the mixed solution (separate subjects and transversal themes).

b. In education for citizenship, it is the political element which prevails. This can be explained when one remembers that the countries concerned have particular political socialisation and resocialisation needs.

c. The study of human rights remains the central theme regardless of the type of curriculum structure.

d. As a "new subject", education for citizenship is taught by teachers of social and human sciences who do not have the benefit of specialist training. Many of these teachers were trained before 1989.

3.7. Adult education and the challenge of citizenship

The context of democracy and the requirements of citizenship, as has been observed, are evolving relentlessly. In the main, the democratic skills of today's adults were formed some decades ago, under the conditions when Europe was divided in the fifties and sixties. It is unlikely that the authors of civics education programmes were able, at that time, to foresee the political changes that occurred in the 90s, any more, moreover, than today's planners. It is therefore necessary to adapt, revise and even introduce changes in the area of the democratic skills of the population.

Adult education has an important role to play in this area. The question which many of the participants pondered is whether adult education practices adequately satisfy these demands.

It was noted that economic pressures (competition, the need rapidly to absorb the tenets of global knowledge, the need for frequent retraining in mid-career, and the increased need for mobility) mean that vocational training predominates in adult education programmes. Furthermore, the vocational dimension tends to be separated from the cultural and political aspects. Consequently, **education**, in its primary meaning, is the missing link in these **training** programmes.

One of the questions which held the attention of the participants was linked to access to citizenship. In this regard, mention was made of four workshops organised in 1994-1995 by Ettore Gelpi, entitled "Adult education, democracy and development". The conclusions of the workshops are very useful for the new project. They show that "political citizenship" cannot be dissociated from "socio-economic citizenship" in the sense that fundamental human rights cannot be achieved without guarantees of the right to work, the right to citizenship and the right to education. **Access to citizenship** concerns political democracy just as much as it concerns social, cultural and economic democracy.

Another message from the consultation meeting was that adult working life must be transformed into an **educational and cultural experience**. What this means is that adult education would lose much if it was confined to training leave or apprenticeship in operative

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techniques. On the other hand, it has everything to gain from targeting the formation of responsible citizens, available for social participation and continuing education. From this angle, working life must become an exercise ground for democratic citizenship, meaning more co-operation, more communication, more critical spirit and co-management.

Another problem which engaged the attention of the participants concerns the nature and characteristics of the adult public most in need of education for citizenship. In this connection, two possibilities were considered:

a. to focus on the **individual and his emancipation** by awaking consciousness and "empowerment". The personal development of the emancipated individual would actually be a guarantee of democratic citizenship while the increased skills of the educated adult would serve as a counterweight to official power.

b. to encourage **group activities** directed at **social change**. In this case, there would be an emphasis on social movements, pressure groups and the dynamics of civil society. This policy would be such as to encourage action and civic commitment to the benefit of the development of the individual.

Lastly, the participants turned their attention to the **link between education in school and adult education**. The school offers a pro-democratic education which is essential to the future citizens which it serves to form. In its turn, adult education may provide the schools several useful lessons with regard to education for citizenship;

- democracy is learned by doing;
- citizenship means communication and interaction between the different generations;
- the culture of debate, dilemmas and situations of tension are expressions of living democracy;
- the learner group must function as a community rather than mould itself in the image of a miniature society;
- self-education is an important resource of citizenship which is still insufficiently used;
- the mission of education is too complex to entrust it to a single institution; it should lead to a broad social and human partnership.

3.8. The impact of new technologies

Education for citizenship no longer knows any frontiers. Exchanges and communication are so intensive that the **scope of citizenship** has become global, open, constantly moving field.

The participants in the consultation meeting rightly wondered to what extent the development of new technologies, and in particular the Internet, can be used to contribute to strengthening democratic citizenship. They had the opportunity to consult documentation on the Civnet, presented at the last session of the Education Committee.

However, there was no lack of reservations. They concerned exposure to the risks due to poor utilisation (hegemony of information at the expense of the formative objectives of citizenship). These reservations did not prevent the participants from agreeing unanimously that new technologies, and Civnet in particular, open up impressive prospects.

Among the benefits education for citizenship can derive from it, the main ones highlighted were:

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- unprecedented expansion of access to information;
- participation in global networks as an incentive to an integral perception of citizenship;
- extended access to interactive communication strategies.

The resources of Civnet, produced jointly by the United States Information Agency and the non-governmental organisation CIVITAS, are not familiar to everyone. In some former communist countries, in view of the inadequacy of the communication infrastructures, Civnet might even seem a luxury item alongside the acute need for teaching materials. That is why mass information campaigns should be intensified to promote the advantages of Civnet. Furthermore, better support could no doubt be given to the efforts of some European countries to bridge the gaps which still separate the industrialised countries, in terms of information technology and communication. In any case, the job of these technologies is to assist in closing gaps, not to create divisions.

Like any network on the Internet, Civnet accelerates electronic communication to the point where artificial frontiers of any kind, geographical, political, social or mental, are redundant. By using relatively easy-to-use instruments, digital information is translated into analog information which can be disseminated everywhere via an ordinary telephone line. Instead of the human voice, written text is used, which means the information is captured in a visual form.

Civnet contains a vast library on education for democratic citizenship (Civnet Home Page") and an electronic meeting place ("Civ talk") which involves interactive forms of communication. Data access is rapid and it covers a very wide spectrum. To take one example, "Civnet Home Page" contains the texts of all laws on citizenship throughout the world and throughout history. One can find information on sources and programmes of education for citizenship, such as model teaching lessons and extracts from teaching manuals.

The interactive part of the network is via the visual telephone called "Talk", and allows more or less unrestricted dialogue between partners from every corner of the globe.

3.9. The learning community

Our rapid thematic overview leads us to the following conclusion: education for citizenship is a **global social project** which draws in it wake the environments and institutions of the learning community. This is another way of saying that citizenship is learned throughout life, in all circumstances and in every form of human activity.

Participants emphasised the global nature of the view whereby education for democratic citizenship represents a **permanent system of education**. On this subject, it could be said that citizenship is a time and space continuum which traverses all ages and all places of education. Thus, the elementary forms of participation, loyalty and belonging have their genesis in childhood. It is in the **family** that the child first meets with authority and learns to negotiate his margin of freedom through seduction, emotional pressure, discord and even defiance.

Later, the **school** enters the picture as a pro-democratic environment and also as a catalyst of the various partners involved in education for citizenship: parents, teachers, media and local authorities. Better still, of all learning environments, school is the one which most resembles the organisational model of the State. Among other things, it consists of a set of

rules and regulations, relations with power and its own judicial structure which assesses individuals in terms of their loyalty and their degree of participation.

At the **adult stage**, the situation is more complex. On the one hand, the adult has already acquired the status of citizen: he is therefore in direct contact with the real political system. On the other hand, the learning environments are much more numerous and varied, to such an extent that the adult can make choices or participate in several at the same time.

Unlike the family community, which is predetermined, or the school community which is a temporary commitment, "**communities by affiliation**" are what is predominantly available to adults. These communities are learning environments which the individual can choose freely as his choice of identity. The individual then identifies with the values, symbols or conventions proposed by the respective communities, and citizenship is defined by these values and symbols.

Several possibilities were identified by the participants in the consultation meeting:

- peer groups;
- work communities;
- interest groups;
- religious communities;
- clubs and associations;
- cultural groupings;
- trade unions;
- political organisations and parties.

It was also asserted that within the **learning community**, apprenticeship in democracy in one learning environment can be transferred to another, which explains why there are **continuities and interdependencies** between situations and experiences. To take an example, the early learning of citizenship in the family circle may prove to be a useful base for the exercise of citizenship at school and, later, in society. The relationship is not however an absolute one, given that initial political socialisation may be modified, corrected or redirected.

Finally, several participants invoked the **community spirit** which must be a feature of the learning community. This observation confirms the conclusions of one of the workshops co-ordinated by Ettore Gelpi: adult education is, at bottom, education **in** and **for** the community. The same idea recurs in Robert Carneiro[1] in his contribution to the International Education Commission for the 21st century. The author pleads for "a revitalisation of community spirit" as an alternative to egoism and the fragmentation of modern societies.

This message deserves our close attention. The "New Community Spirit" offers us a different kind of citizenship which gives new impetus to the classic values of the traditional community (neighbourliness, solidarity and participation) but in a global context. Some commentators claim that this is impossible since the community is a pre-modern form which can at best produce specialisation of powers within the community, since it is not within its competence to separate them. Others assert, on the contrary, that the primary expression of any social cohesion is community life. Consequently, the problem is not to substitute the pre-modern

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1. R. Carneiro, Revitalising the community spirit: A glimpse of the socialising role of the school in the next century. In **Learning: The Treasure Within**, Paris, UNESCO Publishing, 1996, p 210-204.

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community for the democratic contract, but to encourage community spirit within the modern social system.

Whatever the subsequent development of this debate, one thing is certain. The new project will give rise to questioning and research, it will lead to grand debates which will transcend the usual framework of civics education. This prospect should neither surprise nor discourage anyone. Indeed it reflects the needs of European societies for democratic citizenship and their hope resting on education as an essential support for democracy.

4. Proposals for the new project.

At its 14th meeting, on 19-21 March 1996, the Education Committee decided to organize a consultation meeting on the **"Education for democratic citizenship"** project. The consultation meeting was charged with identifying needs and priorities so that the new project would best satisfy the expectations of European countries.

To this end, the Education Committee:

- expressed its agreement to the use of case-studies and examples of good practice;
- requested a specific unit of the Council of Europe for education for democratic citizenship;
- recommended that there should be innovation in working methods;
- emphasised the balance that should exist between the school and non-school aspects of the project.

The participants in the consultation meeting took these recommendations into account and made appropriate proposals.

From the outset, they opted for a single grid to which the various contributions should relate. This initial consensus allowed the participants to focus simultaneously on a common reference and a more pragmatic approach.

The grid consisted of:

- needs;
- objectives;
- target groups;
- expected results;
- key issues;
- working methods;
- evaluation.

We shall take up these points one at a time. For greater detail, reference can be made to annexes III-IV which contain the reports of the working groups and the proposals put forward by the chairman of the meeting.

4.1. Needs

Education for democratic citizenship has become a priority in educational policies. This priority has been clearly expressed:

a. by the European Heads of State at the Vienna Summit (October 1993);

b. by the European ministers of education at the 18th session of the standing conference of European ministers of education (Madrid, 23-24 March 1994);

c. by European and international forums (for example the International Conference on Education, Geneva, 3-8 October 1994);

d. by the Education Committee of the Council of Europe.

Mention should be made, because of its particular interest, of the Resolution on "**Education for democracy, human rights and tolerance**" adopted by the standing conference of European ministers of education (Madrid, 1994) which assigns to the Council of Europe a particular mission in the field of education for citizenship.

In this context, the Education Committee proposed education for democratic citizenship as one of the priorities for the years ahead. In document CC-ED(97)7 def, adopted at the last meeting of the Committee, several explicit expectations were expressed concerning democratic citizenship:

"**The new project on education for democratic citizenship** will cover both education in schools and adult education and will aim to define the objectives, content and educational philosophy of education for citizenship at the beginning of the 21st century. It will seek to discover how to help young people and adults to acquire through formal and informal education:

- motivation, knowledge and aptitudes to allow them to manage and improve democratic institutions, respect the State of law and promote human rights;
- a set of values and attitudes including tolerance, solidarity, understanding, respect for others and civic courage."

The participants in the consultation meeting set about examining these avenues in a systematic and pragmatic way. They identified a series of **common needs** in education for democratic citizenship:

a. to develop an **active citizenship** allowing all citizens to participant in institutions of law;
b. to form a **pluralist citizenship** which takes account of the diversity of cultures and political contexts;
c. to promote a **democratic citizenship** founded on the principles of human rights.

4.2. Objectives

The chosen objectives reflect the **priorities** and main **avenues of action** which appear, in the opinion of the participants, to be achievable, bearing in mind the resources and the duration of the project:

a. to actively encourage political leaders, decision-makers and people on the ground to treat education for democratic citizenship as a **priority of educational policy**, both at national and regional level, as well as at European and international level;

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b. to define the conceptual framework, support reflection about terminology and theoretical research into the **concept of education for democratic citizenship**;

c. to identify the **basic skills** required to practise democracy in European societies;

d. to define the **learning experiences** and **methods of education for citizenship** both within the school and in the context of education outside school and for adults;

e. to identify and publicise **examples of diversified practice** in education for citizenship;

f. to come to the aid of practitioners by providing them with the **necessary tools**: concepts, methods, political and legal references, examples, case studies, teaching materials, exchanges and networks;

g. to explore the **contribution of the media** and **new information technologies** in disseminating the knowledge implicit in education for citizenship, in setting up networks and data banks and disseminating innovative projects;

h. to identify and support **partnerships** between the various environments and people involved in education for citizenship: school, parents, media, firms, local authorities, adult education institutes, political and cultural institutions, and so on;

i. to identify methods and ways of **training teachers** and other trainers involved in education for democratic citizenship;

j. to promote and publicise the **concept and experience of the Council of Europe** concerning education for democratic citizenship.

4.3. Target groups

In general, the new project is addressed to all those who are involved in developing educational policies and implementing them at local, regional, national and European level.

On a practical level, given the many constraints, the project will have to be confined to clearly defined target groups each with their own specific needs:

a. **political leaders and decision-makers**: members of parliament, political leaders, government experts, ministry of education representatives and so on. At this level, a reference framework should be developed (legislation, political support, education policy documents). It is also important to facilitate decision-making in favour of education for democratic citizenship.

b. **practitioners on the ground**: teachers, parents, adult trainers, media experts, representatives of firms, trade unions and NGOs, communities, cultural and political institutions. At this level, it is vital to support good practices and to develop partnerships. Likewise, it is essential to encourage the spread of networks and exchanges.

c. **vulnerable sections of the population**: those who are marginalised or excluded, young unemployed, immigrants, persons with restricted civic rights (prisoners, for example), long-term unemployed, the illiterate, individuals with income below accepted

poverty thresholds. This section of the population at risk is the most exposed to the threats which hang over democracy: extremism, intolerance, xenophobia, racism, aggression, delinquency, civic absenteeism, in other words a chronic state of non-citizenship.

The participants in the consultation meeting also examined the **specific needs** of **different countries and regions**.

They saw citizenship as a dynamic reality which is defined in relation to its reference framework. On the one hand, the old European democracies are preoccupied with the resurgence of nationalism. They are equally disturbed by the re-emergence of racism, anti-semitism and chauvinism. Against a background of repeated economic crises, social problems which have reached a chronic level and moral confusion among young people, these phenomena seem all the more alarming.

On the other hand, the **form** of citizenship is undergoing **real change** in Central and Eastern Europe. In this region, there is a move from a concept of the citizen at the exclusive service of the State to a concept of the autonomous and aware individual who assumes his right of control over the powers of the group. This overturning of the view of civic relations only acquires its full significance if it is accompanied by an education that can match up to its promises. The insistence of the participants on the **urgent needs of the countries in transition** in the field of education for citizenship can thus be better understood.

4.4. Expected results

These can be divided into five main categories:

a. **guidelines for education policies**: these results are of interest to education chiefs, particularly the ministerial departments in the countries concerned;

b. **a network of interactive projects, institutions, information sources and teaching materials;**

c. presentation of a **common framework plan for education for citizenship** including basic skills for democratic citizenship which must be taught both at school and in extra-curricular activities, and through adult education;

d. summaries and proposals concerning **methods of education for democratic citizenship** in various cultural, political and social contexts; they will take as a starting point a variety of carefully chosen practices and experiences; they will be aimed mainly at practitioners on the ground;

e. a **final report** on the overall results of the project.

4.5. Key issues

The participants addressed a wide range of **themes of concern**. These themes have mainly been covered in part three of our report entitled "Education for democratic citizenship".

Some of these questions re-emerged in the course of discussions and seem to have aroused a wider interest:

a. **the concept of education for democratic citizenship;**

b. **basic skills for education for democratic citizenship;**

c. **experiences in apprenticeship in democracy at various ages and in various learning environments;**

d. **education for democratic citizenship within the school;**

e. **the training of teachers and other trainers involved in education for democratic citizenship;**

f. **the impact of new technologies;**

g. **the experience in countries in transition.**

It should be possible to include these themes in the framework of activities proposed for the new project.

Other themes were also suggested:

- education of parents;
- adult participation in school and extra-curricular activities;
- citizenship and society - the diversity of cultural contexts;
- barriers to the exercise of democratic citizenship;
- community-centred partnership;
- pupil participation in school life;
- European citizenship.

These thematic priorities can be grouped around three **key issues** on which the project activities should focus:

a. **What skills do individuals need to become active citizens in 21st century Europe?**
b. **How can these skills be developed?**
c. **How to train the trainers, who will in turn be called upon to teach these skills to children, young people and adults?**

4.6. Working methods

The proposed methods are based on the following **principles of action**:

a. to provide a **Pan-European dimension** which can encourage dialogue between the "old" and "new" democracies, between the West, East, North and South of Europe;

b. to develop a **global approach**, in a spirit of **permanent education**;

c. to encourage **partnership** between the various institutions and learning environments;

d. to focus on the learning **process** and experience rather than on **content** and **transfer of knowledge**.

It should be recalled that the first two parts of this report offer detailed arguments in support of these considerations. Other arguments of weight can be found in the contributions by William Tyler, Francois Audigier and Fr. Liam Carey (see annexes I,II and V).

On the question of working methods, the participants took the following into account:

- the recommendation of the Education Committee concerning the need for pluralism and innovation in this area;
- the suggestions made by the representatives of the Secretariat in their introductory presentations to the consultation meeting;
- the general framework of CDCC projects as set out in document DECS-HE93-22;
- the report of the Education Committee on "the future of Council of Europe co-operation in education".

Taking account of these avenues, the objectives set for the project and their own experience, the participants suggested the following **methods of work**:

a. **Meetings suited to a variety of audiences:**

- **symposiums** for decision-makers;
- **thematic seminars** and **workshops** for experts and trainers;
- **hearings** of representatives of local authorities, non-governmental organisations and professional bodies;

b. **Study visits** to various "sites of democratic citizenship". These visits should promote the spread of "good practices" and result in case studies;

c. **Dissemination activities**:

- establishment of **networks of institutions** and **interactive projects**. The networks should be sustainable so that they remain active even after the formal conclusion of the project;
- dissemination workshops organised in conjunction with the various national, regional or local partners;
- publication of case studies, thematic reports and recommendations about methods aimed at practitioners;
- **publication** of the final report of the project;

d. **Training activities** organised within the CDCC grants system for teachers. Some training could be managed jointly with partner institutions specialising in training the trainer;

e. **The management** of the project is envisaged on three levels:

- **a co-ordinating committee**, with geographical and target group representation. This committee will be appointed by the Education Committee and will meet once a year;
- **a small group of experts** should ensure the continuity and professionalism of the activities throughout the project. This group would meet periodically, as required;
- a broader partnership could involve institutions and support staff in the field. This partnership would draw on decision-makers, experts and practitioners not forgetting

representatives of local communities and "sites of democratic citizenship" affiliated to the project. They should be linked to the project in two ways:

- regular participation in **thematic meetings, case studies and training and dissemination activities**;
- an **electronic network** operating without interruption including between meetings.

It is quite clear that the new project involves a complex issue and a great diversity of institutions and people. No need to point out how great the political stakes in the project are.

It is now necessary to consider about its implementation. In this respect, the participants in the consultative meeting formulated a number of **recommendations** mainly relevant to the operational phase of the project:

a. the activities should not be confined to meetings, albeit recognising the importance of meetings in establishing the essential terms of reference of the project. The activities will be all the more effective if they are **continuous** and involve the largest possible number of partners.

b. To make the operation of the project as effective as possible, a system of **multi-level management** should be envisaged - European, national, regional and local.

c. **Case studies** should lead to a formal collection of "good practices". The examples that these studies provide would be all the more useful if they led to the identification of **methodological avenues which could be transferred** to the various spheres where democratic citizenship is exercised.

d. Regional or thematic meetings, based on the principle of **variable geometry**, are most likely to prove beneficial, bearing in mind the difficulties inherent in organising pan-European meetings. However, the holding of regional meetings should not lead to discrimination or surreptitiously reintroduce frontiers incompatible with the values proclaimed by the new project. For example, one could set up contacts between and eventually **group similar innovative projects** or one could consider **thematic meetings** focusing on the issue of countries in transition.

e. Although the importance of networks was unanimously recognised, the creation of new structures should be avoided at all costs. One should rather **identify and make the best possible use of existing facilities**. There is therefore something to be said for making better use of the eight non-governmental organisations which have constant co-operation relations with the Council of Europe. Advantage should also be taken of the European Centre for Information on Civics Education in Warsaw (which sent a representative to the consultation meeting in Strasbourg). Finally, we should not fail to make use of the potential provided by the Standing Conference of Local and Regional Authorities in Europe.

f. **Partnerships and synergies** with other international organisations are undoubtedly of great importance. In view of the limited resources, the new project could not meet all the needs of education for citizenship. For this reason, while preserving its identity and defending its concept, the Council of Europe should develop co-operation and expand its contacts with international organisations, all the more because, of late, they have attached greater importance to democratic education. It is clear that all are

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mutually enriched when each is allowed access to data banks and others' findings during joint meetings, for example, devoted to democratic citizenship.

4.7. Evaluation

The Education Committee recommended, from the outset, that provision should be made for evaluation of the project. This recommendation, which was adopted by the participants, aims to encourage the project to focus on precise results and promote strict control of the use of resources.

Under conditions of prolonged austerity, which, given the still unencouraging budget estimates, are not likely to ease, there can be no argument that this requirement is timely.
With respect to the project on education for democratic citizenship, three evaluation procedures were proposed, each with its own methods and criteria:

a. **continuous evaluation** will be carried out at the following levels:

- **the project group** will be responsible for preparing detailed reports on the activities undertaken under the project. These reports will focus on the results achieved and the consequences that they might have for the target group;

- **the Secretariat**, through the team responsible for the administrative and logistical support for the new project, will prepare information notes and summary documents on the progress of the project;

- **The Education Committee**, at its two meetings each year, will analyse the progress of the project, with emphasis on the results achieved, their impact on educational policies and issues related to the implementation of the project;

b. **the interim evaluation** may be made on completion of the first half of the project, as suggested in document "What is a CDCC project?" Two approaches may be useful in this respect:

- **a consultation meeting**, similar to the one held in June 1996:
- a report by a **group of experts** already involved in the project;

c. **the final evaluation** will be in the form of a review conference with invitations to political heads, decision-makers, representatives of ministries of education from all European countries. The task of the conference will be to approve the final report of the project.

The participants in the June 1996 consultation meeting also considered other forms of evaluation. Among other things, they considered the possibility of external evaluation by a team of **experts from outside** the project, appointed for the purpose. Mention was also made of a possible **post-factum evaluation** carried out a few years after the conclusion of the project. It emerged from these discussions that these two forms of evaluation were not relevant to the project in hand.

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4.8. Proposed timetable

The limited time available to the meeting did not allow full discussion of this item. There are however two points of reference which may assist the Education Committee in taking a decision on the matter:

- the document "What is a CDCC Project?" and
- the proposals put forward by the chairman, Fr. Liam Carey, at the end of the consultation meeting (these proposals were supported by the rapporteurs of the two working groups and are contained in Appendix V).

According to the document "What is a CDCC Project?" (doc DECS-HE93/22), a CDCC project has four phases:

a. **an "ideas phase"** (from six months to a year) whose tasks are:

- to define the objectives;
- to choose the methods of work;
- to collect information;
- to make contacts;

b **an "operational phase"** (from two to three years) which consists of implementing the methods of work: symposiums, expert meetings, hearings, working visits, networking, case-studies, etc;

c. **a "summary phase"** (from six months to a year) aimed at:

- analysing the ideas and data generated by the project;
- drawing conclusions and submitting them for discussion to the plenary committee or a final conference;

d. **a "dissemination phase"** (which may last up to a year). The main aim is to present the results of the project to the decision-makers and professional bodies of the Member States concerned.

Fr. Carey's proposals take account of the limited duration of the project and the priorities established by the participants. Consequently, in the **first year** (1997), emphasis will be placed on:

- collecting and analysing the available data;
- defining the details of the project;
- identifying the key issues;
- identifying pilot projects;
- evaluating the progress recorded.

During the **second year** (1998) the following objectives will be targeted:

- developing pilot-projects and evaluating them;
- undertaking other activities relevant to the project and evaluating them.

Finally, year three (1999) will be devoted to drafting the final report and organising the review conference whose task will be to consider and approve the report.

A more refined analysis shows that these proposals are consistent with the framework methodology for CDCC projects. The "ideas phase" would correspond to Fr. Carey's proposals for 1997; the "operational phase" would cover the forecasts for 1997-1998 while the "summary phase" is contained in the proposals for 1999.

The limited duration of the new project (3 years) is not without its difficulties concerning the "ideas phase" and the "dissemination phase". Two solutions can be envisaged:

- treat 1996 and the activities related to the consultation meeting in Strasbourg, 24-25 June 1996 as the "ideas phase";
- organise the final conference in 1999 (around the middle of the year) and run the "dissemination phase"in the second half of 1999.

Provided that these adjustments are accepted, the project calendar can be outlined as follows:

- **the ideas phase** (1996) consists of this report and a decision by the Education Committee concerning the new project;
- **the operational phase** (1997-1998) consists of the application of working methods selected by the consultation meeting;
- **the summary and dissemination phase** (1999) consists of the review conference and the final report to the conference, supplemented by the dissemination activities undertaken in co-operation with European, national, regional and local partners.

It goes without saying that this schedule of work remains **flexible** and **open to any contribution**. Its function will be to set the benchmarks essential for the proper management of each phase of the project. The activities, resources and precise deadlines to be inserted in the outline will be determined later in the light of the decisions of the meeting of the Education Committee on 24-25 September 1996.

5. Summary of proposals

5.1. Needs

a. to develop an **active citizenship** allowing all citizens to participant in institutions of law;

b. to form a **pluralist citizenship** which takes account of the diversity of cultures and political contexts;

c. to promote a **democratic citizenship** founded on the principles of human rights.

5.2. Objectives

a. to actively encourage political leaders, decision-makers and people on the ground to treat education for democratic citizenship as a **priority of educational policy**, both at national and regional level, as well as at European and international level;

b. to define the conceptual framework, support reflection about terminology and theoretical research into the **concept of education for democratic citizenship**;

c. to identify the **basic skills** required to practise democracy in European societies;

d. to define the **learning experiences and methods of education for citizenship** both within the school and in the context of education outside school and for adults;

e. to identify and publicise examples of **diversified practice in education** for citizenship;

f. to come to the aid of practitioners by providing them with the **necessary tools**: concepts, methods, political and legal references, examples, case studies, teaching materials, exchanges and networks;

g. to explore the **contribution of the media** and **new information technologies** in disseminating the knowledge implicit in education for citizenship, in setting up networks and data banks and disseminating innovative projects;

h. to identify and support **partnerships** between the various environments and people involved in education for citizenship: school, parents, media, firms, local authorities, adult education institutes, political and cultural institutions, and so on;

i. to identify methods and ways of **training teachers** and other trainers involved in education for democratic citizenship;

j. to promote and publicise the **concept and experience of the Council of Europe** concerning education for democratic citizenship.

5.3. **Target groups**

a. **political leaders and decision-makers:** members of parliament, political leaders, government experts, ministry of education representatives and so on. At this level, a reference framework should be developed (legislation, political support, education policy documents). It is also important to facilitate decision-making in favour of education for democratic citizenship.

b. **practitioners on the ground**: teachers, parents, adult trainers, media experts, representatives of firms, trade unions and NGOs, communities, cultural and political institutions. At this level, it is vital to support good practices and to develop partnerships. Likewise, it is essential to encourage the spread of networks and exchanges.

c. **vulnerable sections of the population**: those who are marginalised or excluded, young unemployed, immigrants, persons with restricted civic rights (prisoners, for example), long-term unemployed, the illiterate, individuals with income below accepted poverty thresholds. This section of the population at risk is the most exposed to the threats which hang over democracy.

5.4. **Expected results**

a. **guidelines for education policies**: these results are of interest to education chiefs, particularly the ministerial departments in the countries concerned;

b. **a network of interactive projects**, institutions, information sources and teaching materials;

c. presentation of a **common framework plan for education for citizenship** including basic skills for democratic citizenship;

d. summaries and proposals concerning **methods of education for democratic citizenship** in various cultural, political and social contexts; they will take as a starting point a variety of carefully chosen practices and experiences; they will be aimed mainly at practitioners on the ground;

e. a **final report** on the overall results of the project.

5.5. **Key issues**

a. What skills do individuals need to become active citizens in 21st century Europe?

b. How can these skills be developed?

c. How to train the trainers, who will in turn be called upon to teach these skills to children, young people and adults?

5.6. **Working methods**

a. Meetings suited to a variety of audiences:

- **symposiums** for decision-makers;
- **thematic seminars and workshops** for experts and trainers;
- **hearings** of representatives of local authorities, non-governmental organisations and professional bodies;

b. **Study visits** to various "sites of democratic citizenship". These visits should promote the spread of "good practices" and result in case studies;

c. **Dissemination activities**:

- establishment of **networks of institutions** and **interactive projects**;
- dissemination workshops organised in conjunction with the various national, regional or local partners;
- **publication** of case studies, thematic reports and recommendations about methods aimed at practitioners;
- **publication** of the **final report** of the project;

d. **Training activities** organised within the CDCC grants system for teachers. Some training could be managed jointly with partner institutions specialising in training the trainer;

e. **The management** of the project is envisaged on three levels:

- **a co-ordinating committee**, with geographical and target group representation. This committee will be appointed by the Education Committee and will meet once a year;
- **a small group of experts** should ensure the continuity and professionalism of the activities throughout the project. This group would meet periodically, as required;

- **a broader partnership** could involve institutions and support staff in the field. This partnership would draw on decision-makers, experts and practitioners not forgetting representatives of local communities and "sites of democratic citizenship" affiliated to the project. They should be linked to the project in two ways:
- regular participation in **thematic meetings, case studies and training and dissemination activities;**
- an **electronic network** operating without interruption including between meetings.

5.7. **Evaluation**

a. **continuous evaluation** will be carried out at the following levels:

- **the project group** will be responsible for preparing detailed reports on the activities undertaken under the project. These reports will focus on the results achieved and the consequences that they might have for the target population;
- **the Secretariat**, through the team responsible for the administrative and logistical support for the new project, will prepare information notes and summary documents on the progress of the project;
- **The Education Committee**, at its two meetings each year, will analyse the progress of the project, with emphasis on the results achieved, their impact on educational policies and issues related to the implementation of the project;

b. **the interim evaluation** may be made on completion of the first half of the project, as suggested in document "What is a CDCC project?" Two approaches may be useful in this respect:

- **a consultation meeting**, similar to the one held in June 1996:
- a report by a **group of experts** already involved in the project;

c. **the final evaluation** will be in the form of a review conference with invitations to political heads, decision-makers, representatives of ministries of education from all European countries. The task of the conference will be to approve the final report of the project.

Appendix 1 – Education for citizenship

Report on the consultation meeting held at the Council of Europe on 24 and 25 June 1996
François Audigier, INRP, Paris

The consultation meeting held at the Council of Europe on 24 and 25 June 1996 on formal and life-long education for citizenship was an opportunity, on the one hand, to raise various issues to be studied and debated by member states at national and international level and, on the other, to identify possible avenues of work for the future. The aim of this report is not to give a detailed summary of the two day proceedings, a task which falls to the General Rapporteur and the Rapporteurs of the individual working groups, but rather to single out and comment on a number of specific points which the author felt to be especially important.

Far from reflecting a consensus, the various statements made at the meeting highlighted the differences in the participants' ideas and expectations of education for citizenship. This is probably inevitable in a meeting of this kind, attended by individuals with widely differing professional status and backgrounds, from over thirty countries, themselves with widely differing traditions and cultures. It is important to bring these differences clearly into the open, to identify the areas involved and to see what they reveal about our subjective understanding of society, school and education.

However, although significant differences do exist, they do not prevent co-operation from developing between the member states or, to be more exact, between individuals from these countries. The frequently proclaimed principle of respect for differences and particularities - which actually exist within each of our countries and not just between them -is only possible when we accept other people as they are, neither seeing them as a threat to our traditions and identity, nor seeking to win them round to our way of thinking. In this perspective, this report attempts to identify some of these differences, before going on to recapitulate what are, at least from the author's point of view, the key points regarding the contribution of formal civic education to education for citizenship, and to list some of the areas in which our countries could co-operate.

1. Some differences

1.1 Concepts of education for citizenship differ according to concepts of the role of the school in society and the role of citizenship itself. It should be noted that the latter term is not used in some member states.

Concepts of the school can be placed along a spectrum between two extremes:

- school as a direct extension of families and civil society, whose objective is to contribute, according to its means, to the common task of education and integration in society;

- school as an institution separate from civil society, which considers pupils only as equals and recipients of theoretical knowledge grounded in reason, which will give them access to universal truths.

Concepts of citizenship are also situated along a spectrum between:

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- a concept of citizenship which evokes a relationship to politics and law and emphasises the connection between the individual and the collective power of all citizens over political institutions at different levels;

- a concept of citizenship which emphasises the integration of the individual into his or her environment and community life; here citizenship is not necessarily related to politics and is more sensitive to the contribution of local partners.

These extreme positions do not exist in "pure" form in reality. Actual positions are always situated somewhere along the spectrum in between, and reflect various political traditions and different views on issues such as the role of the State, the role of intermediate structures and the relationship between individuals and the public domain. Listing these different concepts gives us a number of keys for understanding our differences. We all feel a natural attachment to the concepts dominant in the culture in which we live. However, it must be pointed out, firstly, that these concepts are contested within each of our democratic states and, secondly, that the issues raised by the development of our societies are sufficiently important for us to remain modest about any intrinsic authority our own concepts may possess, especially as the issues are common to our various countries and are rarely resolved.

1.2 Some feel that formal and life-long education for citizenship must prioritise, or even focus exclusively on, practice and experience, others that it must concentrate, to a greater or lesser extent, on theoretical considerations. The former believe that civic education must put the educational community and out-of-school partners to the forefront. The latter feel that schools must, on the contrary, be protected from the noise and fury of the world outside so as to enable the pupils to devote themselves to study.

It is vital that the connection between these two aspects of education for citizenship, experience and theoretical considerations, be constantly re-affirmed and demonstrated. The problem is how to assess this connection and what each aspect comprises.

1.3 In addition, demands for education for citizenship are themselves couched in varied and often ambiguous terms. In the face of the impact of rapid social and economic change and of what many regard as a crisis stemming from the disintegration of the social fabric and the sense of community, the demand for education for citizenship tends to express a concern for teaching "civility", everyday politeness and respect for oneself and others, rather than being geared to a civic approach which incorporates politics. Admittedly, one aspect of education for citizenship is a critical approach, which certain authorities regard, to say the least, with suspicion.

For example, the distinction between "civil" and "civic" reflects the priority which some states accord to the contribution of education for citizenship to the construction of civil society. Here, education for citizenship means enabling and empowering people to play an active role in society, to respect a minimum of collective rules, to take initiatives, and so on. In this case, education for citizenship is often associated with training in economics. Learning how to be an autonomous subject in a free society also means learning how to be an economic player, as producer and consumer. The importance ascribed to the construction of civil society forces us to re-examine the concept of citizenship, broadening the narrowly political definition to include other, particularly social, aspects.

The stances which we adopt and put into practice, both at the level of government and education systems and within each educational establishment, represent specific combinations

of our concepts of the school, citizenship, the relationship between theory and experience in education and life in general, and of demands for education for citizenship.

2. Key points regarding civic education in schools

Before going on to discuss the scope for international co-operation regarding education for citizenship, I should like to recapitulate some of the key aspects of civic education. Whatever the terms used - civics, civics and ethics, citizenship, civics and society etc - civic education at school is essential for the construction and strengthening of a democratic Europe in which state and inter-state institutions and practices respect human rights. While there is no need to go back over approaches proposed elsewhere, it is worth pointing out that civic education is education for political and community life in the context of democratic societies. "Civics" evokes citizenship and the community. This means giving it a central political dimension, that of participation by every individual in the establishment of laws and the rules of collective life, and hence in political debates and choices. Any education which does not place this dimension at its centre cannot be called "civic". This does not mean to say that it would be uninteresting or useless, but that it is important to define what we are talking about. It also implies that school is only one of the sites of education for citizenship. It is not the only one. It cannot act alone. However, school does play a key role, since all young people in our societies spend ten, twelve and sometimes many more years of their lives there.

Despite the above-mentioned differences, we have identified a number of aspects of civic education. Ideally, of course, all these aspects should co-exist in educational establishments, in ways determined by the particular situation, but in reality this is difficult to achieve.

2.1 Civic education has three dimensions:

2.1.1 Life at school. Schools are not a microcosm of political society, but communities formed of individuals, whose operating rules must respect democratic principles and human rights. The aim is not to convert schools into permanent forums for discussion, but to agree to having their operation questioned from the point of view of the values which it is claimed the school transmits. Such questioning is carried out with due respect for the twofold aims of education: handing on to future generations some of the heritage of skills accumulated by preceding generations, and developing autonomous individuals. This means, for example, that all new activities which involve working with pupils on class or school rules, conflict resolution, pupil participation in regulatory and discussion bodies - ie everything which enables the individual to speak freely and assume power and responsibility - are of fundamental importance. Where life at school is concerned, the approach is not confined to the relationship between the pupils and the teacher(s). There is everything to be gained from involving the other adults present in the school, whatever their role. There is likewise everything to be gained from involving the other adults from outside school, such as parents and other partners, municipal authorities and associations. And if thinking about life at school is to acquire its full educational dimension, it must be resumed when shared experience is discussed so as to flesh out the concepts, principles and values at issue in this first-hand experience.

2.1.2 Civic education also necessarily involves giving pupils a knowledge and understanding of the main problems of the contemporary world, in this way anticipating the problems they will have to discuss and solve once they are fully-fledged adult citizens. It is obviously impossible to define these problems once and for all, but one can probably say that the challenges now facing us, as Europeans, have never been so close: the environment, health,

the critical situation in towns, particularly in working-class suburbs, unemployment and exclusion from the community, social welfare, time management and the protection of individual liberties. None of these problems is strictly speaking the province of any specific school discipline. A study of them therefore calls for a multidisciplinary approach. History and geography are the two disciplines currently making the greatest contribution to civic education: today, individual and collective identities are being constructed from a plurality of references and have civic, historical and territorial dimensions. However, all school disciplines can make an important contribution and indeed, in some respects, a necessary one.

2.1.3 Civic education requires school periods specifically devoted to it. It concerns everyone, but it also has a specific content. Responsible and aware citizenship implies knowledge of the rules of collective life in a democracy and their foundations, that is to say of both the operating rules of the political system and the operating rules of life in society and the manner of conflict resolution, along with the values which underpin them. This also involves information of a more institutional nature and practical skills more directly related to everyday life. Here the legal dimension is necessary, not in order to produce lawyers at school but to introduce pupils - young people - to a special world of concepts and practices, rules and values, which indicate the principles and standards to be followed in common, and how they should be followed.

2.2. There are three other factors which apply to all these aspects:

2.2.1 The intercultural dimension. In diversified societies, respect for individuals implies respect for their culture. The aim of the intercultural dimension of education is to teach young people to know, understand and respect people and cultures different from their own. This does not necessarily affect choices regarding minority rights and social and political integration.

2.2.2 The culture of debate, to which some school systems are more open than others. It should simply be noted that reference to law is particularly appropriate here, since this is where the practices and demands of debate are stretched to their furthest limit in order to deal with social situations. Training pupils to establish and analyse evidence and present reasoned arguments, in ways that respect others' right to speak, helps to develop autonomous and responsible individuals and therefore to consolidate our democracies.

2.2.3 Civic education must not be confined to the youngest pupils. It must be taught at all educational levels, including higher education. It is not a subject or field linked with a particular branch of vocational training, but something which concerns everyone living in a democratic society.

Formal civic education is complemented and prolonged by life-long education for citizenship, which is vital in order to ensure that individuals act in a democratic ways and that they are able to keep pace with changes, both personal and in society at large. Lastly, it is important to assess the level of respect for human rights in the various institutions with which all of us are involved at different times in our lives. If schools are to respect human rights, businesses, hospitals and so on must do so too.

3. Education for citizenship and international co-operation

3.1 This is probably one of the most delicate and difficult areas for international co-operation. We are all used to addressing questions relating to education and training within

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the particular conceptual and institutional frameworks of our own states. It seems feasible to establish a common language for mathematics or biology, but much more complex to do so for education for citizenship, which evokes the specificity of our cultures at the deepest level. This is something we need to bear constantly in mind when discussing the subject and endeavouring to find scope for co-operation. A culture of international competition is more common than a culture of co-operation. We tend to be afraid of anything that might smack of attempts at unification or "standardisation". Yet, from the classroom to ministerial decisions and the passing of legislation, the avenues open to us and the levels at which we can act are numerous and infinitely varied.

3.2 The question can be formulated as follows: What can international co-operation under the auspices of the Council of Europe contribute in terms of education for citizenship? To which we have found five answers:

3.2.1 *The affirmation of common references.* At the risk of appearing trivial, it should be pointed out that what brings us together is the fact that our states have signed, and are therefore internationally bound by, the "Convention for the Protection of Human Rights and Fundamental Freedoms" and the additional protocols. This instrument predates our work and should inspire it. Education for citizenship cannot be confined to the study of this convention, but neither can it ignore it. If the Council of Europe does not take responsibility for this aspect of education for citizenship, then who will do so? If the education for citizenship promoted by the Council of Europe is not resolutely based on this text, then on what solid foundations can it be raised?

3.2.2 *The clarification of key terms and of a number of issues that are still important and topical.* We are regularly asked to clarify the terms we use. It would be impossible, and perhaps even dangerous, to try to fit our key-words - democracy, citizen, education, human rights, and so on - into narrow and overly rigid definitions. It is important both to make the differences between our ideas explicit and to establish what we might term a "core definition" that cannot be further reduced. Continual elucidation of the plurality of meanings and usages must be accompanied by constant reaffirmation of this core definition. There are a thousand different approaches to democratic institutions and ways of organising them but there are certain principles and values which need to be constantly reaffirmed.

3.2.3 *Sharing experiences.* This is the most recurrent demand. However, whilst underlining the utility and importance of sharing experiences, we also need to be examine the subject with rigour. The first question relates to the very possibility of sharing. Any experience is necessarily personal, since it is undergone by individuals. Given that the experience itself cannot be communicated, the question then arises as to what aspects should be communicated and how? We are so caught up in an illusion of reality that, when it comes to experiences, we believe our exchanges to be spontaneously consistent. The second question, just one of many that could be raised, relates to the assessment of experiences. There is a recurrent demand for "good experiences" to be passed on - but what is a good experience? How can knowing about it be useful to someone who was not there? This brings us back, once again, to the question of the specificity of the Council of Europe's contribution. I am tempted to say that the Internet does not need the Council in order to develop. However, if we believe that the Council of Europe or, in other words, the values and principles which unite its member states, needs the Internet, then it is important to clarify these expectations.

3.2.4 ***Identification of common questions and the exchange of information on possible solutions which have been or could be implemented.*** To recapitulate some of the issues already mentioned in paragraph 2.1.2, social exclusion and the reconstruction of the social fabric and community solidarity; violence in schools and society and peaceful methods of conflict resolution which respect human rights; pollution and respect for the environment; the globalisation of culture and citizen control of the media - these are issues facing all our states. Together with other questions, such as teacher training and the definition of individual and collective identities, they form the basis for the definition of areas for action and co-operation. None of our states or educational institutions have found solutions so obvious and incontestable that they can serve as models for emulation or can afford to ignore the ideas and experiences of others. By finding out how we each regard and construe these questions and the positive experiments carried out with a view to resolving them, whether we are formulating general policies or involved in the nitty gritty of local initiatives, we find fertile fields for co-operation.

3.2.5 *Civic education has many aspects.* It is important not to establish a overly hermetic division between syllabuses which, although they cover different areas, such as history, education for citizenship, foreign languages and exchanges, converge both on a theoretical level, for instance in the definition of identities or citizenship, and on a practical level, in day-to-day education.

Appendix II – Education for Democratic Citizenship: An Adult Education Perspective
(William Tyler)

1. Introduction

The Consultation Conference clarified two major and fundamental points. Firstly, the issue of Education for Democratic Citizenship was perceived, right across the member states present, as one of crucial importance. Secondly, it was clear from the discussions that the issue was also perceived as an inherently complex one.

The complexity identified was not one of difference between the two sectors of adult and child education, but rather one reflecting **cultural differences**. Such differences manifested themselves in regards to definitions of educational concepts such as citizenship education and civics education, as well as regarding questions of content and methodology of courses.

One spontaneous and unanimous early decision of the Conference was to meet in mixed adult and child education groupings, thus practically demonstrating the delegates' belief that more things unite the two sectors of adult and child education than divide them. The whole topic of the relationship between education and democratic citizenship is far too important to be discussed separately solely on grounds of age. One could well argue that solidarity between the generations is itself a worthy goal, or even test, of a strong democracy.

It was further thought by many present that the Adult Education concept of Lifelong Learning, linked in with the growing European awareness of the idea of "**A Learning Society**" was a useful academic infra-structure upon which to build co-operation between adult and child education. This would provide a firm conceptual basis for the proposed Project, and in doing so consciously builds upon earlier Council of Europe work in the field of "**education permanente**".

It also became clear quite early during the Conference that there is a great danger when discussing this topic to enter a potentially sterile debate on the definition of the terms and concepts involved. Indeed, it is important to keep the objective of a practical Project, with measurable outcomes, firmly in mind throughout both the Project's preparatory and active stages. This, of course, is in no way to belittle the important issue of academic and intellectual debate on questions of definition - it is just that in the context of this practical Project it could prove a morass from which escape might be difficult.

However, some word about defining the terms "democracy" and "citizenship" cannot be avoided. The following approaches emerged from the Conference itself:

i. **Democracy**. There was widespread agreement that this was a far wider concept than simply political democracy at a national, regional or local level of elections. It was seen to embrace democratic and human rights values such as tolerance and equal opportunities as well as democratic political systems. Or as Albala-Bertrand puts it, the classical and the enlightenment definitions of citizenship combined, «..... it could be said that the liberal tradition stresses the rights of individuals and their protection from the arbitrary use of power, while republican tradition enforces the nation of collective belonging and duty.»[1]

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1. L. Albala-Bertrand, "What is a citizen?" **Innovation** (March 1995).

ii. **Citizenship**. Once having identified that democracy is a wide concept and that the citizenship which it engenders can be viewed in a variety of inter-connecting ways, most participants at the Conference felt that Education for Democratic Citizenship covered what some saw as a division between Citizenship and Civic Education. Others, such as Audigier, appeared to feel that such distinctions themselves could prove unnecessary and complicating, «Whatever the terms used», he wrote, «civics, civics and ethics, citizenship, civics and social life...»[1] What the civics/citizenship curriculum debate covers in practice are all those issues raised by the differing forms of citizenship, which themselves can perhaps best be described thus: «...three major sets of rights [and duties] derive - civil, political and socio-economic - which are considered today of universal value, as well as indivisible, in the sense that they all enjoy the same moral rank. They constitute the essence of the United Nations' Universal Declaration of Human Rights and the subsequent covenants on civic and political rights, and on socio-economic and cultural rights. The first set, civil rights, refers to freedom: the liberty of the person, the basic freedoms of thought and belief, speech, movement and association, and the right to justice. Political rights refer to the right of the individual to belong to a political community and to participate in the exercise of political power; namely by choosing political leaders and exercising political and judicial control. Socio-economic rights concern the right of individuals to personal security and property, including the right to live as civilised beings, that is to say, to enjoy education and social and economic equity.

The notion of human rights is constantly evolving, and new special rights, no longer founded on the principle of the basic equality of all individuals but on the recognition of their basic differences, are at work in some contexts (for instance, the special rights of children or of women [and ethnic minorities]».[2]

In the light of all of the above, it is clear that distinctions between **citizenship education** and **civics education** become either one of more semantics, with a great deal being owed to cultural differences based upon different historical experience, or one of administrative convenience for those who devise the timetabling of education into separate courses (adult education) or lessons (school education). What is important is that the topics raised by the various and inter-connecting definitions of citizenship form part of formal education curricula across Europe. One could, of course, equally plausibly go on to argue that the instilling of democratic values should form part of all aspects of education. Indeed, this already happens in a number of countries in relationship to, for example, the issue of equal opportunities, where curriculum and syllabuses have been changed in order to reflect more faithfully the role and contribution of women and members of ethnic minorities.

A more helpful and potentially more positive approach perhaps than an endless debate into which of the three boxes labelled, "Citizenship", "Civics", "Human Rights", a particular subject or issue should fall is to look at questions of content and methodology. Indeed, the Conference itself identified the old educational "chestnut" of content versus process to be one which could prove particularly constructive in the development of this proposed Project. This question will be returned to in paragraph 3 below.

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1. F. Audigier, **Education for Democratic Citizenship**, Council of Europe DECS/AE(96)6.

2. L. Albala-Bertrand, "What is a citizen?" **Innovation** (March 1995).

2. Lifelong learning

The concept of Lifelong Learning takes as its premise that human beings are learning animals, who learn from the womb to the moment of death. Such a belief means that the divides between the various 'stages' of education (nursery - primary - secondary - further - higher - adult) become more administrative conveniences and not insurmountable intellectual obstacles.

The concept also includes, firmly embedded into it, the idea that learning is not restricted to the formal education received through institutions (schools, colleges, universities, institutes) but to the wider concepts of:

a. **Experiential learning**, that is learning through living.
b. **Informal learning**, that is, for example, via television and cd roms.
c. **Formal learning** outside of recognised educational institutions, for example, learning to drive a car or learning to talk again after suffering a stroke.

Such a concept recognises, in effect, that learning like breathing is a natural and unavoidable consequence of being human. What faces the educator, in all sectors, is how to channel and capitalise on all this learning and to create from it the reality of 'A Learning Society'. Father Carey has summed this up concisely and clearly: «Lifelong education includes both formal and non-formal patterns of education. It includes planned as well as incidental learning and seeks integration (horizontal or depth integration) of all aspects - physical, intellectual, affective and spiritual.

Lifelong education stresses:

- the importance of the home as an educative institution;

- the importance of the community, broadly interpreted to mean neighbourhood, peer groups, kinship groups, enterprises, and the media for mass communication such as newspapers, broadcasting, and computer technology.[1]

It follows from Father Carey's clear analysis that formal providers of education need to be fully aware of the opportunities awaiting them if they seek partners in the educational process of furthering the aims of Education for Democratic Citizenship. Everyone, and every organisation, in a democracy has a stake in furthering this learning objective.

A simple and clear example of **partnership possibilities** lies in the area of greater mutual partnerships of equality between teachers and parents. There is a growing corpus of evidence of good practice building up across Europe in the field of Parent Education. This involved the active - rather than just the passive - participation of parents in the education of their own children. It must be admitted, however, that this is an area only in its infancy, and one that is still largely restricted to the primary sector and, in gender terms, to the involvement of mothers rather than the involvement of both parents. The opportunities nonetheless exist for exploring the idea of partnership between secondary schools and parents within the context of democratic citizenship. Some few examples of good practice, and different approaches, exist in a number of countries.

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1. Fr. L.Carey, **Education for Democratic Citizenship**, Council of Europe DECS/AE(96)12.

Naturally, partnership between formal educational bodies, such as schools, and other groups of people or bodies in society is not limited simply to parental involvement. As Father Carey pointed out it is not just the home, but all aspects of the wider community which have an interest, or potential interest, in this development. Partnerships need to involve employers (training for Works Councils for example), trade unions (again training for various union roles and duties), political parties (who clearly carry a heavy responsibility in any democracy to ensure that the people are fully informed and educated in a way which both protects and enhances the democratic system), and religious bodies (who have a clear role to play as well as keen interest in issues of human rights and ethics). There are examples of good practice in these fields in many differing cultures. Adult education has a long and distinguished record in many countries, for example, of working closely with trade unions in their in-service training programmes.

A further potential task of the prosed Project might be to take some **examples of successful partnerships**, analyse why they prove successful, and discover whether there are some general principles which can be drawn from them. After all, as the American educator, Everett Reimer, reminds us, "Every thing and every person in the world is a learning resource."[1] This very adult education concept is one that would stand the proposed Project on Education for Democratic Citizenship in good stead for it implies that as regards democracy and education, we are, in a slang phrase, "all in it together". Democracy is too vital and too fragile a thing to be left to professional teachers. It cannot be left to one lesson a week at the tail-end a Friday afternoon. The history of Europe in the twentieth century teaches us this if it teaches us nothing else.

3. Content versus Process

Much educational debate, whether in adult or child education, centres around issues of curriculum and syllabus: What subjects should be taught and what content should be included within them?

Many delegates from the schools sector felt that this was still the fundamental questions: «What goes into making a viable and constructive Citizenship or Civics syllabus?» This discussion soon broadens out, or narrows, depending on your stand-point, into arguments about which topic belongs to Citizenship and which to Civics. For example, should ethics form part of Citizenship or Civics education? As remarked above this is heavily dependent on the culture in which the question is discussed. Indeed, many would feel that ethics was part of neither syllabus, but formed instead part of a religious studies syllabus. Other argue that a totally cross-curricular approach is what is really required, i.e. that ethics should form part of every school syllabus, whether religious education, science, history, or geography. There is of course a great deal to be said for such a view for it mirrors the wider, all-pervasive definition of democracy. However, drawing from the fact that the proposed Project is aimed to be rooted firmly in practice and to have measurable outcomes, one can say that these arguments between different approaches to the curriculum, which in themselves are largely a child / school argument (rather than an adult education one) are besides the point. What works in a particular education system is what is right. The test of success or of good practice is not where a particular subject is studied in the curriculum but how effectively it has been communicated to the learner - How internalised into the learner's thinking has it become. This is where the perspective of adult educators is of particular help, for the emphasis in this sector is very much attuned to practical measurable outcomes which return value for money on the

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1. E. Reimer, **School is Dead** (London: Penguin, 1971).

public investment placed in education. Adult educators are concerned with the process as much as with the content. Of course, as child educators can be stereotyped as only arguing over timetabled lessons so adult educators can be stereotyped as too interested in the process that they forget the content. As always, such stereotypes are only helpful up to a point. In the context of this proposed Council of Europe project, however, it should lead to a healthy debate on content and process which will clarify the various conflicting opinions in order to arrive at the end with a synthesis of good practice which will stretch across the **continuum from content to process**. In the course of which new insights will be gained which will lead inevitably to re-appraisals being made of existing programmes to their benefit and new initiatives being undertaken from a position of knowledge gained through or from the Project. Thus the project will depend upon good reporting from the first active stage of its work as well as at the all important and crucial stage of dissemination and sharing.

A preliminary goal of the proposed Project could be to elucidate a list, in terms of the issues to be covered, which emerges from the threefold definition of citizenship (political - civil - socio-economic) given above. This will include, inter alia, topics such as how the political system operates in an individual society, and how it compares to other countries. It will include issues of human rights, such as freedom of the press and the right to trial, and practical lessons on how the individual can contribute actively within their community.

4. Adult education's distinctive contribution to the proposed project

The contribution of Adult Education to the overall direction of the Project, as stated above, is to emphasise **process** rather than **content**.

Can an institution (be it a school, university, college, or institute, or even a firm, trade union, family etc.) espouse and preach democracy without itself implementing it? This is particularly poignant for educational institutions, many of which remain wedded to a very hierarchic management structure: primary schools where parents don't get beyond the school gates, secondary education where pupils have little or no say in how their school is run, colleges and universities which only enter into token consultation with their students, and even adult education institutions which effectively silence student opinion. Of course, there are examples of outstanding good practice in a number of countries, and in some there is even legislation which seeks to formalise arrangements for pupil/student involvement. Although as McAndrew warned in the context of Scotland, where legislation says that young people in secondary schools **may** be co-opted onto their School's Board, «However the frequency of occurrence of uptake of this possibility requires researching. Equally for those schools which co-opt pupils to School Boards it requires further work to establish how this is done i.e. nomination or pupil elections; what roles and impact the pupil member expects; and how the views of all pupils are represented by the pupil member.»"[1]

In addition to the question of governance, process can refer to learning/teaching strategies and classroom method. Examples of good practice which could usefully bear investigation and analysis in the proposed Project might include, inter alia,

a. Senior Citizens Parliaments.
b. Pupil Councils.
c. Organised visits to political institutions such as Parliaments and Councils.

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1. C.McAndrew, **Civics Education in School: A Scottish Perspective**, Council of Europe DECS/AE(96)11.

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d. Cultural and educational inter-changes between countries.
e. Practical community based Projects supported by an educational programme.

Father Carey has written. «Lifelong education allows for alternative patterns and forms of acquiring education, e.g. open universities, computer-aided instruction, 'learning banks', programmed individual learning, study circles, community development, experiential learning, action learning etc.»[1]

By including within the proposed Project issues of teacher and tutor training, resource banks of material, partnership arrangements, the Council of Europe reinforces its historical position as a major international stakeholder in education and can further its cross-sectoral aim to foster a European culture of Lifelong Learning.

5. Issues worthy of consideration within the proposed project

I. Identification of ways in which adults can be viewed as a learning resource in the education for democratic citizenship of young people.

II. Identification of process based education initiatives which are different from syllabus led approaches in this field.

III. Identification of ways in which NGOs, and others outside the formal education system, can contribute to the development of a culture of education for democratic citizenship.

Iv. Identification of ways in which educational institutions can through their own forms of governance provide role models of good democratic practice.

v. Identification within existing projects of good partnership arrangements.

vi. Identification of the core concepts/issues to be covered by an educational policy on Education for Democratic Citizenship.

6. Concluding remark

A successful project on the theme of Education for Democratic Citizenship can hasten the creation of The European Learning Society. Such a society will itself prove the greatest bulwark that democracy can have. «Only enough people deeply committed to a world of sanity and justice, co-operating wisely in their efforts to achieve such a world, [will] have any chance .....»[2]

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1. Fr. L. Carey, **Education for Democratic Citizenship**, Council of Europe DECS/AE(96)12.

2. E. Reimer, **School is Dead** (London. Penguin, 1971).

Appendix III – Report of the group 1
Chair: Reinhild Otto (Germany)
Rapporteur: Stephen McNair (United Kingdom)

The Group discussed the possible shape of a programme on education for citizenship, conscious of two distinct pressures, both of which make education for citizenship an urgent priority for the Council. In the West, the pressure comes from the apparent decline in participation in the institutions of democracy, and widespread disillusion with democratic structures. In the East it comes from the need to develop a new model to replace a very systematic and well understood notion of citizenship, which has now been widely rejected. Without action there is a risk that the notions of democratic citizenship and civil society themselves will become discredited and undermined in both East and West.

The Group prepared a series of proposals for an integrated three year programme of work which are detailed below. The key principles on which this is based is the importance of building a coherent body of work with clearly focused outcomes. We propose that the programme should be designed so that all its activities lead to a final report which will seek to answer three fundamental «key questions», and that the work should be carried out by a small but representative expert group, meeting regularly throughout the three years in order to maintain a continuity of argument and discussion of issues which are sensitive and complex. The work should be overseen by a more representative Steering Group which should review progress annually, and underpinned by a range of specific activities and an electronic network enabling a much wider group of people to participate in the discussions.

The proposal also rests on an understanding that citizenship is not only a matter of formal legal rights and responsibilities, but also of wide range of relationships between individuals, groups and communities, and that a key part of education for citizenship is enabling individuals to learn and practice the skills of interacting positively in these many relationships.

Aim of the Programme

To ensure that all the citizens of Europe are equipped with the skills and knowledge to play a full part in a plural civil society, as voters, parents, educators, neighbours and members of religious, professional and other groups.

Objectives

1. To explore and develop definitions and understandings of citizenship which recognise and respect the diversity of cultures and history within Europe, and the core skills required to practice it.

2. To understand the kinds of educational experience which young people and adults require in order to learn those skills.

3. To help all those who teach, or help, other people to develop those skills (and these may be teachers, trainers, parents, employers, citizens) to understand and develop their ability to do this successfully.

Key Questions

The programme will focus therefore around three key questions:

1. What are the skills which individuals will need to be able to be full citizens within Europe in 21st century?

2. How are there skills developed?

3. How can people learn to transmit these skills to others, including children, young people and adults?

Methods

A Steering Group appointed by the Education Committee, to represent North, South, East and West Europe, and those with experience in schools, youth and adult education (formal and informal) top meet annually to review progress and advise on directions and priorities.

An Expert Group to meet regularly to explore key issues, plan and oversee small projects and plan events designed to answer the key project questions.

A number of specific events and activities planned by the Expert Group, and designed to share experience and knowledge and collect information, examples and ideas to enable the expert group to develop their understanding of the key questions. This might include regional events and collaboration in events mounted by other bodies.

An electronic network to enable anyone interested in the issues to contribute to the debate, and act as a source of ideas and illustrations of practice.

Outcomes

The principal outcome of the programme, to which all activities will be designed to contribute, will be a report which will:

- describe the key skills and knowledge required to be an effective citizen within Europe, recognising and describing the diversity of cultures and histories;
- describe the kinds of educational experience which enable people to develop those skills, recognising the diversity of individual needs and circumstances, of age, experience and context, and the special requirements of people from particular disadvantaged groups. This to be accompanied by illustrative material, which might include case studies, descriptions of teaching practice etc.
- describe the kind of educational processes needed by those who are to enable others to develop those skills, including teachers, trainers, parents and citizens in general. This to be accompanied by illustrative material and case studies.

In producing this report it will be necessary to recognise that the answers to the questions cannot be simple and fixed. They must reflect developing understanding of the issues, the changing nature of citizenship itself in Europe, and the diversity of situations in different countries. However, the report will also reflect the urgent need in countries of both East and

West, to provide practical support and guidance to those planning educational interventions related to citizenship.

Examples

In order to answer the key questions, a range of activities will be needed. Some may be organised directly by the Council, others in partnership with other agencies, or drawing on already existing expertise of knowledge. Some might be desk studies, others might be seminars or workshops.

During the discussion a number of example were identified. The decision on what activities are necessary to answer the questions must, however, rest with the Expert Group, guided by the Education Committee and the Steering Group. The examples identified included:

- a seminar on terminology for Eastern Europe;
- encouragement for teacher exchanges and workshadowing, with reports back to the Expert Group;
- a review of existing teaching and learning materials on citizenship;
- an exploration of the notion of «civil society» in different cultural contexts;
- case studies of community based partnerships;
- a review of student participation projects in schools.

Commentary

These comments are designed to elaborate some specific points made in the text. They are my personal comments, and do not necessarily reflect the views of the group, although I think that there would be fairly wide agreement on them.

Focus on the final report. The final report should be a practical document to enable teachers, educational and social institutions and governments to take practical action. It would be appropriate for the Council to produce this because of its unique standing in relation to the notion of democracy and citizenship in Europe.

A dynamic notion of citizenship. Citizenship is not only a matter of legal rights and responsibilities, it is an evolving understanding of the relationship between the individual and the communities in which he or she lives. Our understanding of what it means will therefore be continually developing.

Citizenship as practice. It follows that citizenship is not only something which one possesses: it is something which one practices in all the spheres of everyday life. It is therefore developed by practice and reflection on practice, not by formal instruction. Citizenship is primarily a matter of skill not of knowledge.

Its roots in the local. The law provides a framework, but most people experience and understand citizenship in relation to their rights and responsibilities at local level. Its roots are in the models of interaction developed by parents and teachers in the very early stages of education. It can be developed by encouraging individuals to reflect, individually and in groups, on their experience of those relationships, of how power is exercised in groups, and how it can be more fairly distributed.

Democracy and power. Democratic processes appear to give equal rights to all, but in most situations other than formal electoral processes, they give most power to those with most experience of them. Unless people have the opportunity to examine how that power is exercised, and learn how to exercise it themselves, they are likely to remain excluded from democracy even through they have formal legal rights.

The importance of continuity. Perceptions of the issues vary greatly between cultures even within western Europe. People have different notions of how power should be exercised, of authority, hierarchy. These differences can make it very difficult for real communication to take place across cultural and national boundaries. If the programme is to seriously attempt to answer the questions, the Expert Group need to develop a strong sense of trust in each other, and confidence that diversity will not be condemned of rejected. Since the programme depends on understanding and celebrating such diversity the Expert Group will need to have the same core membership throughout the programme, and to meet relatively frequently.

The use of technology. Telematics in particular provides the means to enable large numbers of people to take part in an ongoing debate about the nature and operation of citizenship. We should seek to make the work of the Expert Group as public as possible as it progresses, to test and explore ideas as they evolve, not waiting for them to be refined and abstracted. The technology also makes it possible for the Expert Group members to be in much more frequent and direct communication.

Appendix IV – Report of the group 2
Chair: Karina Butagina (Russian Federation)
Rapporteur: Colin McAndrew (United Kingdom)

Session 1, Monday 24 June, 1996

The Working Group began the consideration of the issues suggested in a paper by the Secretariat (needs, expectations, target groups, results, key themes and topics, working methods, dissemination and evaluation). This report attempts to synthesise the discussions/brainstorming of this first working group session. A tour de table highlighted the wide diversity of experiences in different countries and the different starting points. The need to establish a common language of the terminology within the proposed project was agreed to clarify any potential misunderstandings in the field (civics, citizenship, civil education etc.). A regional European distinction between priorities for education for democratic citizenship was commonly identified as (a) in the "old" northern/western countries to re-vitalise our democracies, the interest of young people in democratic processes etc. and (b) in the "new" central/eastern countries to build up democratic processes. Education has a clear role to play and the cross-fertilisation of the different experiences should lead to a rich project.

The Secretariat tabled a useful "non paper" providing four working definitions covering citizenship education, civic education, human rights education and (the newly introduced idea) civil education. It would be important in the project to keep the focus clearly on "Education for Democratic Citizenship" (EDC) and to avoid such areas as "European Citizenship". Also while schools are an important focus they are only part of wider society and the project must include the other (positive and negative) influences on young people, and the roles of all relevant actors. Minority, disadvantaged groups must also be included. The movement towards 'open schools' taking a lead in local communities and the democratic principles underpinning this would be a useful area for work.

The Rapporteur General requests all countries to submit to him relevant current national documentation on civics education etc. so that a full dossier is assembled.

The scope and scale of the challenges faced were not to be underestimated and the project should not avoid the most difficult questions and target audiences, especially minority and disadvantaged groups. There was wide agreement on a statement from **Scotland** that the project should be more concerned with an exploration and development of the **processes** of education for democratic citizenship rather than the **contents** of formal syllabuses, but once the key themes and topics were identified these would be fleshed out and would deal with contents through the activities of the project.

Northern Ireland suggested that their needs might be:

1. more and better co-ordination of agencies within countries;

2. specification of a conceptual map and curriculum contents for EDC (the latter an ongoing process);

3. practical projects/pilots at local level e.g. whole school policies and approaches to schools as democratic institutions, the school in the community;

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4. consideration of the questions of assessment and accreditation of EDC (status, marginalisation) and role of school inspection;

5. the skills and competences of teachers (pre- and in-service training).

The training of teachers (pre- and in-service) for EDC is viewed by the group as one of the priority areas. All those who have contact with young people are 'Teachers' in the broader sense. There must be consideration of the roles of the various actors, within and outwith formal education (parents, community groups, NGOs, the media). Training is not simply to equip teachers to transmit knowledge about EDC, it should develop open, democratic and participative approaches. The values of EDC must be practised.

Switzerland reminded the group of the context for this meeting - the resolutions on EDC, human rights and tolerance (Standing Conference of European Ministers of Education, Madrid, March 1994) - and how this formed the basis for the project. Participants should refer to the resolutions in shaping the project. The need to include politicians and policy makers in the target groups was stressed - the production of agreed framework guidelines would be helpful at this level. A framework document could also include concrete data and examples - practical developments in curricula, contents, methods etc. Again, the institutional practices, the life of the school, examples of successful implementation strategies from different countries would be especially useful.

The EDC project should taken account of recent and ongoing related work elsewhere e.g. International Bureau of Education, develop strategies to ensure there is no unnecessary duplication and to draw on the available.

The idea of a "Week of Civic Education" across Europe was not seen as helpful by **Italy**. It would be marginalised activity, when the aim of the project is to integrate **EDC** in the mainstream.

Belarus reported that the recent introduction of a course on 'child rights' had produced positive and negative effects. It was positive that such a course should be introduced, but negative reactions to it received from the teachers (what are the contents? who will teach it? who pays?) again highlights the need for a strategic approach to training.

Germany introduced some of the recent negative experiences resulting from re-unification and how these point to a very serious situation. There are parallels in many other central and eastern European countries in the past six years. EDC must be widened to tackle a basic education in the political, legal, economic, social and environmental fields. EDC should include consideration of national and international conflicts (and conflict resolution), of national and international institutions and monetary systems. The introduction of the teaching of ethics in schools in Germany is attempting to redress the ignorance in young people of many of these questions. The local, national, European and global dimensions are all important.

Hungary and **Poland** described their recent curricular reforms and emphasised the need to focus on the professional development needs of teachers. The training of new teachers for a new generation growing up in the new political circumstances is a major challenge. Similar remarks were made by **Croatia** and the **Czech Republic**. In general, the EDC project must take account of the needs of central-eastern European countries and this is best done if the project is expressed in terms of values to be promoted and skills to be developed.

Italy introduced the role of national cultural values, of the roots of majority populations and how they are feeling diminished - but work on this should focus on what unites, and not what divides, us. «Who we were, who we are and who we wish to be» provides a rich focus for the democratisation of (authoritarian) schools. The whole school and wider community should be involved. EDC should look at the affective domain on the individual also - the emotional effects of the impact of the individual's experiences in participatory democratic practices.

France took up the importance attached to French pupils learning about how their democracy works, but how little international comparison is introduced. This project should focus on promoting democratic practices, and not simply add to the knowledge base. The goals should be wider than 'civics' at the classroom level and teacher training, policy and decision makers must be included.

Ireland reported on several examples of recent initiatives which have resulted from the introduction of political and civics education in the curriculum. Schools have become more democratised through open consultation processes in school development planning. This could be useful case study in participative democracy. There is work to be done to change the role of teachers from didactic transmitters of knowledge to train them to become facilitators of change and development.

Finland highlighted the problems of overcrowded curricula and time available in schools. Cross-curricularity seen as one solution and suggested a 3-point strategy for the EDC project:

- promoting developments within the traditional subjects (e.g. a civics dimension within history);
- integrated approaches with contributions from a number of subjects teaching for democracy;
- school life - climate, ethos and active participation in the decision-making process - and extending into the local community.

The session concluded with a contribution from **Switzerland** which reminded the group of the work of the International Bureau of Education (human rights, peace, democracy and citizenship) and commented that it is important that the EDC project should seek to create contexts which are sustainable in the long term.

Session 2, Tuesday 25 June, 1996

The session opened with a summary by the Secretariat of Day 1, remarking on how a broad consensus had been achieved in a number of important areas such as needs and expectations, objectives and target groups. Main points on needs, expectations and target groups were:

- need to build up and re-vitalise our democracies and the role of education in this;
- education for democratic citizenship goes beyond civics etc. and suggests a holistic approach (social, economic). For many this is new territory and will need wide discussion and dissemination over a long period of time - we are only beginning a process;
- is there a useful role in an internationally drawn up and agreed set of guidelines/reference framework for all countries?

- support for implementation at school level, but to go beyond forma schooling and teacher training needs to include all relevant actors;
- expert analysis of the concepts and practices of EDC is needed and an evaluation of the roles of the stakeholders and influences;
- immediate need for information exchange on 'state of the art' in countries. Ways must be found to widely disseminate the wealth of existing materials.

EDC project objectives should include:

- an essential pan European dimension;
- promotion of a permanent, fuelled debate on EDC;
- activities designed to persuade politicians, decision makers and all other actors of the curricular need for EDC;
- identification and development of practical instruments based on a range of practices internationally;
- accessibility to information exchange through setting up of network, which should incorporate the use of new technology (Internet, CIVNET etc.), but recognise there are limitations to new technology for some;
- continuity and sustainability across countries over a long period of time;
- targeting marginalised minority groups;
- training needs for teachers, managers and all actors involved.

Session 2 of working group 1 focused on key themes and topics, began to establish working methods and consider the role of evaluation of the EDC project. The contributions from the various countries led to the identification of six key areas of activity.

1. There should be the development of framework guidelines on EDC for political decision makers, and these should offer practical strategies for the implementation of policy into practice.

2. The creation of an information exchange network for EDC which would:

- collate useful national examples, create a database and disseminate information including examples of training and curriculum materials
- explore the best use of the new information technologies
- arrive at common understandings of terminology.

3. A programme of activity for a three year period from 1997 should include a range of workshops and conferences on specific subjects embraced by EDC. The particular circumstances of the central and eastern European countries must be taken into account.

4. Promoting training and professional development needs to be given high priority, not just for teachers, but all those who play a part.

5. There is value in having access to country reports and case studies. These should contain examples of projects and initiatives at the local, national, European and global levels. Countries should be encouraged to prepare and circulate these as part of their commitment to the project.

6. The EDC project should draw on the experiences of other international initiatives and projects working in related fields to provide added value e.g. International Bureau, CIDREE work on cross-curricular themes and create ways to disseminate these.

Above all the EDC project, if adopted by the Education Committee, should be an inclusive project which reacts to concerns that the project potentially excludes some of the most disadvantaged groups, such as young people who have dropped out of school and through the social safety net. The targets are not just the more readily accessible 'soft' ones, such as pupils in schools, and the EDC project must be prepared to tackle fundamental, difficult and challenging questions in European societies.

The EDC project must itself operate by open democratic principles which give equal status and rights to all the participating countries and values equally their contributions.

In a final discussion on the subject of evaluation, it was agreed that this was an important area, that the focus of evaluation should be the EDC project itself, and not an evaluation of EDC. The actual nature of the evaluation strategy - formative, ongoing, summative, insider or externally-conducted - would be arrived at as a priority and as one of the initial tasks for the project.

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Appendix V – Proposals made by Fr. Liam Carey (Chair of the Consultative Meeting)

Introduction

The recent Consultative Meeting regarding the Council of Europe Project «Education for Democratic Citizenship» was most successful and productive. There were 39 participants representing 24 Member States and the Council of Europe Directorate of Education, Culture and Sport.

There were 3 plenary sessions. The participants divided into two mixed (school/adult education) groups, who had two intensive workshops. Agreed group reports were submitted to the plenary assemblies for open reflective critique and analysis.

An agreement on what should constitute the main or essential elements of the future project on «Education for Democratic Citizenship» did emerge. These elements concern the aim, objectives, outcomes, methods/processes, resources and evaluation of the project.

The participants agreed that adult education and school education could and should make a significant and vital contribution to the development of democratic citizenship. But the provision of adult education and school education must at all times reflect and demonstrate the application of the principles and processes, enshrined in democratic citizenship.

The assembly appreciated the contributions of the experts and representatives of the member states and the secretariat, who provided the meeting with very helpful papers and materials, which enriched the debate and creative discussion both in the plenary sessions and the group workshops.

In formulating this outline of a proposed project it must be stated and emphasised that the Council of Europe has already debated and reflected on this topic under many different headings. There is a wealth of publications, reflecting the Council's policy and concern for active democracy at all levels and in all sectors of society. These reports, resolutions, recommendations and guidelines are a most valuable input in developing this project. Part of this project will be to analyze and co-ordinate this material. The results of this critical analysis will be used during the planning, the implementation and the evaluation of the project.

The participants also urged that other international agencies such as OECD, UNESCO The International Bureau of Education, CIVITAS, CIDREE etc. who have developed some projects in this field should also be consulted during the planning process of the project.

Likewise, it became evident from the many presentations by the members and from materials and reports submitted by them, that there are many innovative projects and activities in the member states which are facilitating the emergence of active democratic citizenship. The analysis of this data and material will certainly help specify the project regarding objectives, content, resources, processes and outcomes.

It is also evident that the experiences of the participants themselves are also data which when assessed will enrich and colour this project as it progresses.

It was agreed that the project, it approved by the Education Committee, must reflect throughout its development, the principles and praxis of active democracy.

Aim of the Project

To ensure that the citizens of Europe, without exclusion, are equipped, with and have continuing access to the knowledge and the skills required to play a full part in a pluralist society as parents, educators, electors, members of the local community and neighbourhood and as members of religious, professional and other groups or functional communities.

The help enrich the quality of the individual and community in a society in rapid social, economic, political, cultural and technological change.

Objectives of the Project

To explore and develop a conceptual framework, definitions, terminology and understandings of citizenships which recognise the diversity of culture and history in Europe.

To identify, analyse and develop the knowledge and the core skills which facilitate the practice of democracy (or active democracy) at all levels.

To understand the type of education/learning experiences which young people and adults require, in order to learn to be citizens ie, those learning activities which facilitate youth and adults to be and become active citizens throughout life.

To help, encourage and promote training and to meet the professional development needs of teachers, tutors, parents, leaders and all those who are involved in planning, and in supporting young people and adults understand and develop the skills necessary for active democratic citizenship.

To identify, clarify and disseminate principles, strategies and processes of good practice in relation to the facilitation of democratic citizenship learning activities in different social and cultural contexts.

To explore how the mass media and information technology can help disseminate knowledge regarding innovative projects, strategies and resources in this field of active democratic citizenship (database etc.).

To contribute significantly to the emerging debate, by all concerned-politicians, decision makers, teachers and people - on Education for Democratic Citizenship.

Target Group

The target group are young people, adults, teachers and all who facilitate the development of citizenship, politicians, leaders of statutory and non-governmental educational agencies, national organisations, the social partners etc.

The participants agree that the Eastern European countries should be very much involved in this project. Their special needs and approaches to citizenship should be reflected in the planning and development of the project.

There was agreement that the project should also focus on those who are socially excluded, the unemployed, young people, especially those who drop out from school, those in prison, minority groups, women, older adults etc.

It is recommended that a Steering Committee be appointed by the Educational Committee to represent North, South, East, and West and those with experience in schools, youth education, adult education and community development. This steering committee would meet annually to review progress and advise on development.

It is also recommended that a small expert group be appointed by the Education Committee who would meet regularly and plan the details of the project. This would necessitate assembling and analysing the data available from the member states, the Council of Europe etc., identifying key issues and exploring these and initiating, where necessary, small projects which would contribute to the final report and to the realisation of the objectives of the project.

It is recommended that a small number of regional workshops/ projects be organised to explore significant issues (relative to the topic) to clarify knowledge and skills and to feed new material to the expert group. Such workshops or projects might focus partnerships at local level, the role of the media and information technology, obstacles to active citizenship, terminology, existing materials and resources, the needs of Eastern European members, cultural differences and citizenship, teacher exchange etc. The expert group in consultation with the steering Committee could help identify these issues. These workshops or projects could also include significant case studies.

It is also urged that an electronic network be established and/or existing network be expanded to enable anyone in Europe and beyond to contribute to the discussion and act as a resource for collecting materials, disseminating innovations and developing self-supporting network. This would facilitate the emergence of information and exchange networks for Education for Democratic Citizenship which would create a database and disseminate information including examples of training and curriculum materials, explore the best use of the new information technology, help people arrive at common understanding of terminology etc.

A final major conference would be held in Strasbourg to examine and approve a final report and any other outcomes.

Outcomes

A final report would be published which would:

- Contain a glossary of terminology and concepts related to democratic citizenship.
- Clearly describe the core skills and knowledge which are required to be a citizen within Europe, recognising however the diversity of culture and history.
- Outline the principles, strategies and processes or methods of good practice ie. those educational experiences which empower people to develop these skills recognising however individual and local needs, levels of readiness and different social and cultural contexts. These would be accompanied by illustrative materials and appropriate case studies.
- Describe and focus on the kinds of educational processes needed by teachers and all those involved in transmitting the skills of citizenship to children, youth and adults. This

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section of final report would also include materials, case studies and date base references.

A database would have been established which would help disseminate information, innovations concerning materials, methods and resources which would facilitate learning for active citizenship.

Partnerships would have been established which would facilitate innovation in the field of education for democratic citizenship (exchange of teachers, special projects etc.). A Council of Europe Support and Resource Network for democratic citizenship would have been initiated and much of the previous work of the Council regarding human rights, poverty, civil education, minority groups, racism, older adults, women's rights, migrant groups would have been reinforced, enriched and disseminated.

The supports for, and the obstacles to democratic citizenship would have been identified and critically analysed, and creative solutions proposed.

Some Notes

The assembly experienced a strong plea from our Eastern European colleagues to ensure that their needs are recognised and that they be actively involved in this project. They felt there was need for a special Eastern European workshop to explore their concepts etc. of democratic citizenship. They are experiencing major socio-economic and political changes.

Some member states indicated their readiness to host meetings or workshops which would focus on some elements of this project (Austria, Poland, U.K. (Scotland), Norway, Germany).

All the actors must be involved - especially in regional projects or workshops i.e. adolescents, youth, adults, policy makers, teachers etc.

It was agreed that there will be continuing and final formative and summative evaluation of this project. Such evaluation will enrich the development and the outcomes of the project. This evaluation will be undertaken by the expert group itself, the Secretariat and/or by external assessors recommended by the Education Committee.

It will be necessary to explore how other projects of the Council may be used in executing this project and vice versa. This project is a seminal one and will therefore feed off and into these projects.

Education for democratic citizenship goes beyond civics etc. and suggest a holistic approach (social, economic, cultural, political etc).

The concept of citizenship is much broader than that envisaged by the E.U.

A conceptual and reference framework for democratic citizenship is needed.

Access to resources, network guidelines of good practice and practical instruments are also needed.

This project is in line with the thinking of the Education Committee.

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This project integrates school and adult education in one single project. It also meets the requirements as in the CDCC outline for projects.

It focuses on participants (adolescents, youth, adults etc.), on decision makers and stock holders (politicians, leaders), and on teachers, parents, groups and communities.

It relates to both formal and non-formal education.

Key concepts - citizenship, democracy, active participation, local partnership, dialogue, networking, resources and materials and content exchange, strategies of intervention and training.

It emphasises the optimum use of all resources available (finance, materials, expertise, international agencies etc.)

It envisages the use and application of information technology.

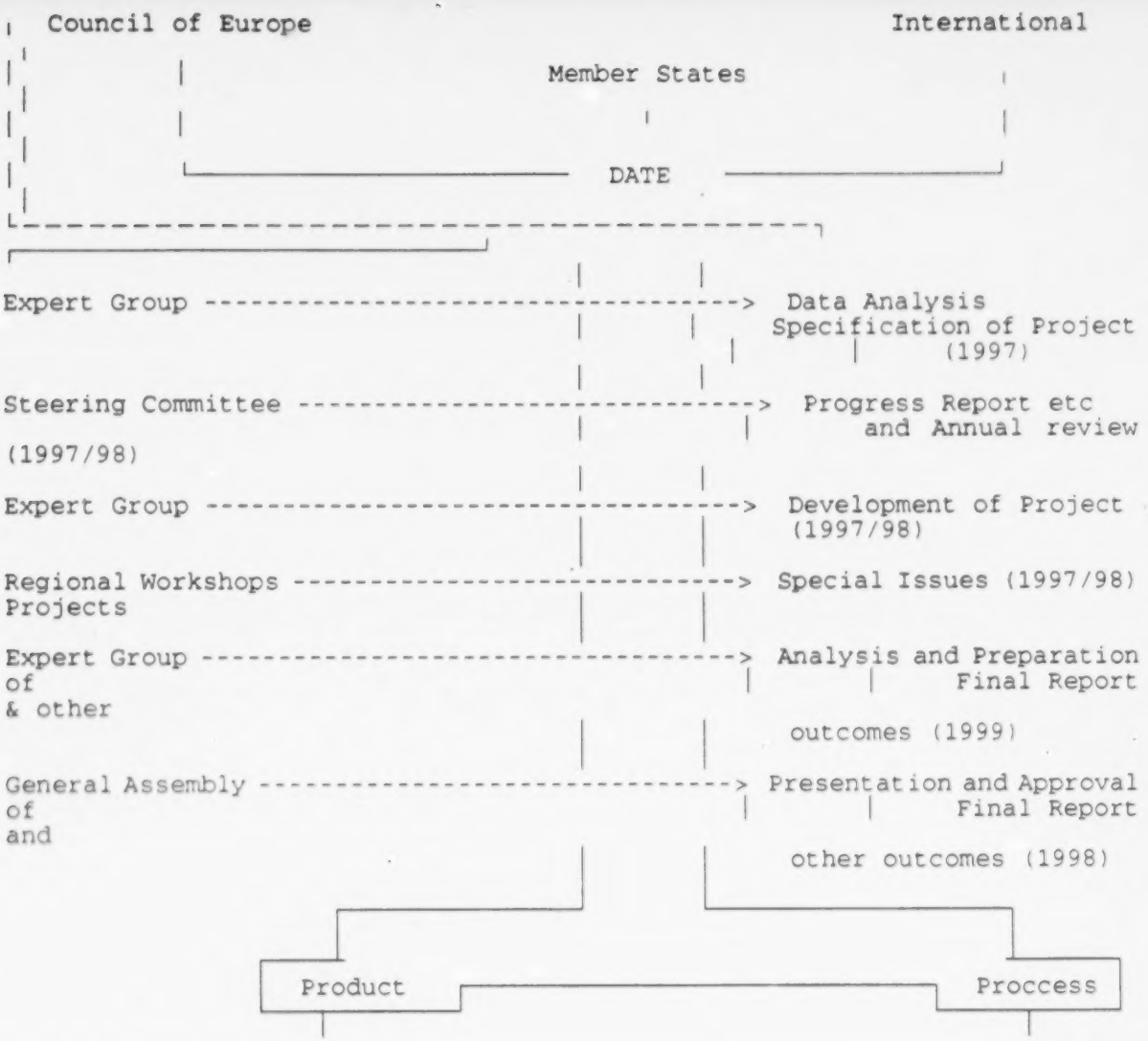
It has clearly defined outcomes which will enhance the promotion of democratic citizenship in Europe.

It proposes to use other Council of Europe projects and materials.

It responds to the emerging need of people for participative democracy at all levels. There is a need to build up ad re-vitalise our democracies.

It offers the opportunity to target minority groups.

It is an open and transparent project. It is inclusive of all members states, agencies and people.



PRODUCT OUTCOME		PROCESS OUTCOME
Knowledge		Cooperation/Networking
Skills		Praxis of Democracy
Terminology	For	Use of Resources
Training - Good Practice	Policy	of Member States
Networks (Resource Centres)	Recommendation	Methodology of
Data Base	Future Projects	Participative
Innovative Projects	Action in	Projects

Possible Schedule for the Proposed Project "Education for Democratic Citizenship"

Year	Objectives	Actors	No of Meetings
1997	- To collect and analyse the data available - To outline in detail the project - To identify special issues and - To initiate pilot projects - to assess progress	Expert Group Steering committee Member States (Individual)	2 1 Regional
1998	- To complete and assess pilot projects - To advance and assess progress of the project	Expert Group Steering Committee	2 1
1999	- To prepare draft final report of the project - To organise final symposium to approve the final report etc.	Expert Group Steering Committee General Symposium of member states	1 1 1

N.B. There will be some overlap of work for each year.

Steering Committee Meetings	2/3
Expert Group Meetings	5/6
Pilot Projects (Regional)	4-6
Symposium	1

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Appendix VI – Programme of the meeting

Monday 24 June 1996
9.00 am, Room 4

1.	***Introductory Address***
	The Project: "Education for Democratic Citizenship" in the context of the structures, activities and objectives of the Council of Europe, the Council for Cultural Co-Operation and the Committee of Education Mr Maitland STOBART Deputy Director of Education, Culture and Sport, Director of the Education Division
2.	*Definition of objectives of the Consultation Meeting* Presentation of the draft agenda Mr Domenico RONCONI Head of the School and Out-of-School Section
3.	*Introduction of participants* *Election of Chairpersons* Secretariat
4.	**Intervention by Father Liam CAREY,** Chairman of the meeting
5.	**Brief introduction of the topic** *Education for Democratic Citizenship: An Adult Education Perspective* Mr William TYLER, Expert
6.	**Brief introduction of the topic:** *Civic Education for Democratic Citizenship* Mr. Françoise AUDIGIER, Expert
7.	***Procedure to be followed by the two groups*** formed under the two above-mentioned themes Secretariat
	Lunch
8.	**Division of the meeting into two workings groups** under the guidance of their respective Chairpersons
9.	Independent discussion by the two Groups on their respective themes with reference to the questions and issues which should be taken into account in organising the project
5.30 pm	***Closing of the meeting***

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Tuesday 25 June 1996
9.30 am, Rooms 4 and 17

10. ***Continuation of the discussions in the working groups*** **with a view to developing proposals for the new project:**

- needs and goals
- objectives
- target groups
- key questions
- working methods
- evaluation

Lunch

2.30 pm, Room 4

11. ***Plenary Session of the Meeting***

to define, in light of the conclusions from the mornings discussions:

- proposals elaborated from the two reports of the group;

- proposals for a common programme concerning "Education for Democratic Citizenship", for 1997 and for the duration of the Project.

12. ***Closing of the meeting***

Appendix VII – List of participants

Chairperson

Father Liam CAREY, 30, Glendoher Park, Rathfarnham, IRL - Dublin 16
☎/Fax: 353 1 49 31 417
Working language: E

General Rapporteur

M. César BIRZEA, Director, Institute of Educational Sciences, Str. Stirbei Voda 37, 70732 Bucarest, Romania
☎ 40 1 613 64 91, Fax: 40 1 312 14 47
E-mail: <ise@acc.usis.ro>
Working languages: E/F

Experts

M. François AUDIGIER, Département des didactiques, Sciences Humaines, INRP, 29, rue d'Ulm, 75005 Paris
☎ 1 46 34 90 87, Fax: 1 43 54 32 01
Langue de travail: F

Ms. Margo GORMAN, 37 Mornington Crescent, Fallofield, GB - Manchester M14 6DB
Working language: E

M. Ettore GELPI, Expert of the Council of Europe, 11, rue Cambronne, 75015 Paris
☎/Fax: 16 1 47 83 40 77
Langues de travail: F/E

Mme Françoise THORIN, Direction des Lycées et des Collèges, Ministère de l'Education Nationale, 107, rue de Grenelle, F - 75007 Paris
☎ 42 09 83 75, Fax: 42 09 84 19
Langue de travail: F

M. William TYLER, 16 Saxon Drive Witham, GB - Essex CM8 2HL
☎/Fax: 01376 51 88 67
Working language: E

Participants

Austria

Ms. Sigrid STEININGER, Ministry of Education and Cultural Affairs, Department for Political Education,Abt. V/4, Freyung 1, A - 1010 Wien
☎ 431 53120 2541, Fax: 431 53120 2599
Working languages: E/F

Belarus

M. Anatoly PAVLOV, Université d'Etat, 220080 Minsk, pr. Skorini, 4
☎ 375 172 26 58 98, Fax: 375 172 27 17 36
Working language: E

Bulgaria

Madame Ivanka YORDANOVA, Chef du Département des Relations internationales Ministère de l'Education, de la Science et des Technologies, blvd Dondoukov, Sofia 1000
☎/Fax: 3592 88 49 74
Langue de travail: F

Croatia

Prof Alida MATKOVIC, Deputy Head, Ministry of Education and Sport, Trg. Burze 6, 41000 Zagreb
☎ 385 1 45 69 035, Fax: 385 1 41 04 92
Working language: E

Dr Dubravka MALES, (Excusé/apologised for absence), Faculty of Pedagogy, Savska 77, 10 000 Zagreb
☎/Fax: 385 1 53 33 42

Czech Republic

Mrs Vera DVORAKOVA, Teacher of civic education, Primary School, Zakladni skola, Mikulandska 5, 110 00 Praha 1
☎ 42 2 24 91 40 57, 24 91 40 56
Working language: E

Estonia

Ms. Anu TOOTS, Assistant Professor, Head of Social Science Department, Tallinn Pedagogical University, Narva mnt 25, Tallinn EE - 0102
☎/Fax: 372 6 40 94 50
Working language: E

Finland

Mr. Pentti TAKALA, Director, National Board of Education, Hakaniemenkatu 2, FIN - 00530 Helsinki
☎
Working language: E

France

M. Alain BERGOUNIOUX, Inspecteur général de l'Education nationale du Groupe Histoire et Géographie, 82, rue de Lille, 75007 Paris
☎ 49 55 25 68 (25 54)
Langue de travail: F

Germany

Ministerialrat Rolf BADE, (apologised for absence), Niedersächsisches Kultusministerium, Schiffgraben 12, D - 30159 Hannover
☎ 0511 12 01, Fax: 0511 120 84 36

Ltd. Regierungschuldirektorin Dr Reinhild OTTE, Ministerium für Familie, Frauen, Weiterbildung und Kunst, Haupstätter Str. 67, D - 70178 Stuttgart
☎ 0711 64 40, Fax: 0711 644 25 59
Working languages: E/F

Professor Dr Nuissl von REIN (apologised for absence) Direktor des Deutschen Instituts für Erwachsenenbildung, Holzhausenstr. 1, D - 60322 Frankfurt am Main
☎ 069 15 40 050

M. Albrecht POHLE, Ministerialrat, Niedersächsisches Kultusministerium,
Schiffgraben 12, D - 30159 Hannover
☎ 0511 120 1, Fax: 0511 120 8766
Working languages: E/F

Holy See

Révérend Père DELETRAZ, 6, rue Wenker, 67000 Strasbourg
☎ 88 35 63 25, Fax: 88 36 55 28
Langue de travail: F

Hungary

Mr. Vilmos VAS, Ministry of Education, H - 1164 Budapest, Gesztenye u. 10/a. Fsz. 1
Working language: E

Mr. Flórián FARKAS, President of the Gypsy Hungarian Self-Government,
Rákóczi út 80, H - 1074 Budapest
Working language: E

Ireland

Father Liam CAREY, 30, Glendoher Park, Rathfarnham, IRL - Dublin 16
☎/Fax: 353 1 49 31 417
Working language: E

Italy

M^{me} Anna Paola TANTUCCI, Via E. Maragliano 26, I - 00151 Roma
☎ 39 6 65 74 03 46, Fax: 39 6 65 74 03 46
Langues de travail: F/E

Lithuania

Mr. Arunas POVILIUNAS, Department of Philosophy, Faculty of Philosophy,
Vilnius University, Didloukio 47, 2057 Vilnius
☎ 370 2 770 706, Fax: 370 2 613 473
Working language: E

Moldova

M. Alexandru BUZULAN, Expert, Section des Relations internationales, Ministère de l'Education, Piata Marii Adunari Nationale 1, 2033 Chisinau
☎ 373 2 22 81 64, Fax: 373 2 23 35 15
Langue de travail: F

Norway

Mr. Knut ALFARNÆS, Head of Division in the Development Section of the Upper Secondary Department, The Royal Ministry of Education, Research and Church Affairs,
Post Box 8119 Dep., N - 0032 Oslo
☎
Working language: E

Ms. Kjersti GRINDAL, Adult Education Division, The Royal Ministry of Education, Research and Church Affairs, P.O. Box 8119 Dep., N - 0032 Oslo
☎ 47 2224 7661, Fax: 47 2224 9542
Working language: E

Poland

Mr. Jacek KOWALSKI, Deputy Director, National In-Service Teacher Training Centre,
Al Ujazdowskie 28, 00 478 Warsaw
Fax: 48 22 621 48 00
Working language: E

Mr. Jacek KROLIKOWSKI, Director, European Information Centre for Civic Education, National In-Service Teacher Training Centre, Al Ujazdowskie 28, 00 478 Warsaw
Fax: 48 22 621 48 00
Working language: E

Portugal

Ms. Isabel MENEZES, Institute of Educational Innovation, Porto University,
Rua de Ceuta 118 - 6, 4000 Porto
☎/Fax: 351 2 60 92 178
Working languages: E/F

Romania

Mr. Ion DUMITRU (Excusé/apologised for absence) Universitatea Timisoara,
4 Bd Vasile Parvan, Timisoara
☎ 40 56 19 11 89, Fax: 40 56 20 14 57
Working language: E/F

Russian Federation

Dr. Karina BUTIAGINA, Head of Subdivision for Cooperation with International Organizations, Ministry of Education, Chistosprudny Blvd 6, 114027 Moscow
☎/Fax: 70 95 924 69 89 (81 39)
Working language: E

Slovak Republic

Dr. Silvia MATUSOVA, Statny pedagogicky Ustav,Pluhova 3, 830 00 Bratislava
☎ 427 27 12 07, Fax: 427 27 11 87
Working language: E

Slovenia

Dr. Janez JUSTIN, Institute of Education, Science Department, Gerbiceva 62al
1000 Ljubljana
☎ 386 61 331 210, Fax: 386 61 331 637
Working languages: E/F

Switzerland

M. Pierre LUISONI, Délégué aux affaires internationales, Conférence suisse des directeurs cantonaux de l'instruction publique (CDIP), Postfach 5975, Zahringerstrasse 25, CH - 3001 Berne
☎ 031 309 51 11, Fax: 031 309 51 50
Langue de travail: F

M. Marino OSTINI, Coopération internationale, Office fédéral de l'éducation et de la science, Case Postale 5675, CH - 3001 Berne
☎ 41 31 322 96 59, Fax: 41 31 322 78 54
Langues de travail: F/E

Turkey

Mr. Fikri ALTAY, Attaché de l'éducation nationale, Consulat Général de Turquie,
10, rue Auguste Lamey, 67000 Strasbourg
☎ 33 88 52 97 09
Working languages: E/F

the former Yugoslav Republic of Macedonia

Ms. Gordana TRAJKOVSKA, Advisor, Institute of Pedagogy of Macedonia
C/O Ms. Zeljka DEMNIEVA, Assistant Minister, Ministry of Education and Physical Culture
Veljko Vlahovic 9, 9100 Skopje
☎/Fax: 38 991 119 766
Working language: E

Ukraine

Dr. Irina TARANENKO, Ukrainian Pedagogical Research Institute, Kiev
☎ 44 225 10 66/290 85 16, Fax: 380 44 274 10 49
Working language: E

United Kingdom

Mr. Stephen McNAIR, National Institute of Adult Continuing Education (NIACE),
21 De Montfort Street, GB - Leicester LE1 7GE
☎ 0116 255 14 51, Fax: 0116 285 45 14
Working language: E

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Mr. Colin McANDREW, Programme Co-ordinator, CIDREE, Scottish Consultative Council on the Curriculum, Gardyne Road, Broughty Ferry, GB - Dundee DD5 1NY, Scotland, United Kingdom
☎ 44 1382 455 053, Fax: 44 1382 455 046
Working language: E

Dr. Alan SMITH, Senior Research Fellow, Magee College, University of Ulster,
GB - Londonderry BT48 7JL, Northern Ireland
☎ 44 1265 44 141, Fax: 44 1265 324 918
Working language: E

Council of Europe

Directorate of Education, Culture and Sport

M. Maitland STOBART, Deputy Director, Head of the Education Department
☎ 33 88 41 26 05, Fax: 33 88 41 27 50

M^me^ Ulrike SCHOLL, Co-operation Programmes with Central and Eastern Europe/ Programmes de Coopération avec l'Europe centrale et orientale
☎ 33 88 41 30 73, Fax: 33 88 41 27 50/56
E-mail: ulrike.scholl@decs.coe.fr and/or 101355.2404@compuserve.com

School and Out-of School Education Section

M. Domenico RONCONI, Head of Section
☎ 33 88 41 26 35, Fax: 33 88 41 27 06/27 88

Mme Madalen TEEPLE, Administrator
☎ 33 88 41 22 03, Fax: 33 88 41 27 06/27 88

Mme Catherine MALARD, Assistante du Chef de Section
☎ 33 88 41 37 52, Fax: 33 88 41 27 06/27 88

Mme Anita LAJMI-DYSERINCK, Assistante